

## **A Local Governance Survey in Indonesia**

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### **1 Profile of the Survey**

This paper presents the results of a local governance survey on Indonesia's Java Island as part of a project entitled "Local Government Survey in Southeast Asia: Comparison among Thailand, Indonesia, and the Philippines" (Principal Investigator: Nagai Fumio). The project was supported by JSPS Kakenhi Grant Number 21252003 (FY2009-2012)<sup>1</sup>.

The aim of this project was to analyze the extent of local governments' autonomy and the impact it had on their performance in three countries: Thailand, Indonesia, and the Philippines. This paper focuses on the survey results in Indonesia while other papers will present the results from Thailand and the Philippines. Finally, all results will be integrated to conduct a comparative analysis on local government autonomy and performance in the three countries studied.

The project members started discussing common themes for the three countries in FY2009 and soon thereafter prepared the guidelines for the questionnaires used in each country's survey, referring to the previous local elite survey completed in Thailand by Nagai and others in FY2006. The project members were divided into three teams and each team was responsible for one country. The questionnaires were tailored to each country and a preliminary test was conducted. The Indonesian study team decided to work with the Indonesia Survey Institute (Lembaga Survei Indonesia, hereafter LSI) as the implementing agency for the questionnaire survey in Indonesia. The Indonesian study team had a series of discussions with the LSI staff and also with university professors and high-ranking officers in the Ministry of Home Affairs in order to improve the questionnaire. The team also visited several districts (kabupaten) and cities (kota) in West Java province and Banten province in January 2010 as well as in North Sulawesi province in March 2011 in order to conduct the preliminary test.

This was the first large-scale local elite survey conducted in Indonesia so the

Indonesian study team proceeded with the research through trial and error. At first, the team planned to conduct the elite survey for local government heads (kepala daerah) and also for local government secretaries (sekretaris daerah, sekda), covering the entire country. The team decided to conduct the survey not by sending the questionnaires to be filled out, but by interviewing the government officials face-to-face. The team assumed that the return rate would be quite low if the team tried to complete the survey only by post. The team also soon encountered some difficulties in covering the whole of Indonesia, even with a sampling method, because of financial and time constraints. The team also discovered it was difficult to schedule interviews with local government heads because they were normally quite busy and not used to being interviewed with questionnaires. Based on these considerations, the team decided to focus not on the local government heads but on the highest local government officer, the local government secretary, in each of the 112 districts and cities on Java Island (except for the five non-autonomous cities and one district in the special province of Jakarta). The LSI staff began conducting the interviews using the questionnaire in November 2011. The study team also sent the questionnaire survey by mail to all of the local government heads in the country with an attached letter from the Ministry of Home Affairs, but the return rate was less than ten percent.

The elite survey for local government secretaries in Java went smoothly thanks to the hard work of LSI and as a result, 103 out of the 112 local government secretaries responded to the questionnaire. The total response rate was 92.0%. Of the nine local government secretaries who did not respond to the questionnaire, some were from districts or cities where the direct local head elections were being held or were going to be held soon. It seems that they were afraid of the politicization of survey results on the elections. Others refused to respond to the questionnaire because their local government

Province	Number of municipalities	Number of responses	Response rate
Banten	8	7	87.5
West Java	26	26	100.0
Central Java	35	35	100.0
Special Region of Yogyakarta	5	5	100.0
East Java	38	30	78.9
Total	112	103	92.0

heads did not give them permission to do so. The team successfully achieved the high response rate of 92.0% mainly because of the LSI's vast network and careful preparations. LSI chose and trained fifteen surveyors who had master's degrees or were knowledgeable in surveying local governments.

## **2 Overview of the Survey Results**

### **2.1 Face Sheet**

The survey started with questions about the respondent's age and family configuration. 85.5% of the respondents were in their fifties and that means that a bureaucrat needed to have a certain amount of experience, especially in local government, to become a high-ranking officer like local government secretary. 84.5% of the respondents were local bureaucrats in a district or city before becoming local government secretary. Fifteen of the respondents were still in their forties and 13 of them were also local bureaucrats in a district or city before becoming local government secretary.

All of the respondents were Muslims owing to the fact that our research focused on - Java Island, which is predominantly Muslim. There was significant bias in this survey as it did not grasp the characteristics of Indonesia's local governments as a whole, but only those of Java Island. Around 15% of Indonesia's population is non-Muslim and some local governments have local government secretaries who belong to other religions.

For the respondents academic careers, 79.6% had master's degrees or Ph.D degrees. Higher-ranking local bureaucrats in Indonesia tended to be more highly educated than their counterparts in Japan, most of whom have only bachelor's degrees. Indonesian bureaucrats usually obtained their master's degrees after they joined the local bureaucracy because high educational attainment is one of the important factors for getting promoted. 57.3% of the respondents were members of student organizations when they were undergraduates. 28.8% out of that group joined the Islamic Student Association (Himpunan Mahasiswa Islam, HMI) and around 20% were members of the Indonesia National Student Movement (Gerakan Mahasiswa Nasional Indonesia, GMNI). HMI was the source of bureaucrats and politicians both at the national and local level during the New Order and the HMI network served as a link between politicians and bureaucrats. GMNI is a nationalist student organization and has a strong

base in Central and East Java provinces.

As for careers, 21.4% of the respondents have been local civil servants since the 1970s with some having worked as local civil servants for forty years. Just a few of the respondents have served as local government secretary for ten years with many respondents having served in the position for less than four years. The direct local head election which is held every five years might be the cause of the short transfer cycle. Even the youngest respondent had served as a local bureaucrat for around twenty years before being appointed as the local government secretary. That means that the local government secretary position is only for the longest-tenured and most well-experienced bureaucrats.

The last question in the face sheet section addressed the respondent's familial relationship with bureaucrats and politicians. 34.0% of respondents had high-ranking bureaucrats in their families, especially in district and city governments. On the other hand, just five respondents had politicians in their families. And while some of those with high-ranking bureaucrats in their families viewed their relationships positively, the five local government secretaries with politicians in their families did not think it was beneficial for family members to be politicians. This strongly suggests that local bureaucrats have different family networks than those of politicians.

1. What is your current age?

	Frequency	Ratio
41-45	2	1.9
46-50	13	12.6
51-55	59	57.3
56-60	29	28.2

2. What is your religion?

	Frequency	Ratio
Islam	103	100
Protestant	0	0
Catholic	0	0
Hindu	0	0
Buddhist	0	0
Kong Fuchu	0	0
Others	0	0

3. What was your previous profession before you took up the position of local government secretary?

	Frequency	Ratio
1. Large or medium-sized entrepreneur	0	0.0
2. Director, manager, or important department in the private sector	0	0.0
3. Small entrepreneur	0	0.0
4. Central government civil servant	7	6.8
5. Provincial government civil servant	4	3.9
6. District/City government civil servant	87	84.5
7. Police/Army	0	0.0
8. Central board member of a political party	0	0.0
9. Local board member of a political party	0	0.0
10. Activist of a NGO and/or mass organization	0	0.0
11. Journalist	0	0.0
12. Farmer	0	0.0
13. Trader	0	0.0
14. Housewife	0	0.0
15. Others	5	4.9

5. What is your highest educational qualification?

	Frequency	Ratio
1. Graduate at Senior High School/ the school of same level	0	0.0
2. Diploma III/Vocational School	0	0.0
3. Did not complete a bachelor's degree	2	1.9
4. Obtained a bachelor's degree	19	18.4
5. Obtained a master's degree	78	75.7
6. Obtained a doctor's degree	4	3.9
7. Others	0	0.0

6. Did you join any extracurricular organizations during your studies?

	Frequency	Ratio
1. Yes	59	57.3
2. No	40	38.8
N.A.	4	3.9

7. If 'YES' to the previous question, what was the organization's name?

	Frequency	Ratio
1. HMI (Islam Student Association)	17	28.8
2. GMNI (Indonesian National Student Movement)	14	23.7
3. KAMMI (Indonesian Muslim Student Action Union)	0	0.0
4. PMII (Indonesian Islam Student Movement)	3	5.1
5. GMKI (Indonesian Christian Student Movement)	0	0.0
6. IMM (Muhammadiyah Student Union)	1	1.7
7. PMKRI (Catholic Student Union of the Republic of Indonesia)	0	0.0
8. PII (Indonesia Islam Student)	3	5.1
9. PNU (Nahdlatul Ulama Student Union)	0	0.0
10. Regional Student Organization	4	6.8
11. Others	16	27.1
N.A.	1	1.7
Total	59	

8. In what year were you hired in your position as a civil servant (PNS)?

	Frequency	Ratio
–1975	1	1.0
1976–1980	21	20.4
1981–1985	52	50.5
1986–1990	29	28.2

9. Since when have you held the position of local government secretary?

Please specify (month and year)

	Frequency	Ratio
2003	3	2.9
2004	2	1.9
2005	3	2.9
2006	3	2.9
2007	5	4.9
2008	8	7.8
2009	21	20.4
2010	19	18.4
2011	39	37.9

10. Do you have any family members (mother/father, husband/wife, children, parents, in-laws, grandfather/grandmother, grandfather/grandmother in-law) who hold government positions (positions of echelon 1 to 4)?

	Frequency	Ratio
1. Yes	35	34.0
2. No	67	65.0
N.A.	1	1.0

11. If “YES” to the previous question, please state the government that he/she belongs and mention the number of family members who are still active in these positions.

	1. Central government	2. Provincial government	3. District/City government
1 person	6	4	18
2 persons	0	1	5
3 persons	1	0	2
4 persons	0	0	1
5 persons	0	0	2

12. Were they very helpful, sufficiently helpful, less helpful, or not helpful in assisting with the performance of your duties as local government secretary?

	Frequency	Ratio
1. Very helpful	10	28.6
2. Sufficiently helpful	0	0.0
3. Less helpful	10	28.6
4. Not helpful	15	42.9
Total	35	

13. Do you have any family members (husband/wife, son, parents, in-laws, grandfather/grandmother, grandfather/grandmother-in-laws) who are politicians (national MP, provincial MP, district/city MP, central board member of a political party, provincial board member of a political party, district/city board member of a political party, special staff at the executive, special legislative staff)?

	Frequency	Ratio
1. Yes	5	4.9
2. No	97	94.2
N.A.	1	1.0

14. If “YES” to the previous question, please state the political position held (national MP, provincial MP, district/city MP, central board member of a political party, provincial board member of a political party, district/city board member of a political party, special staff at the executive, special legislative staff) by the family member. At what level did your family members serve and how many among them are still active?

	1. Politician at the national level	2. Politician at the provincial level	3. Politician at the district/city level
1 person	1	2	3
2 persons	0	0	0

15. Were your family members very helpful, sufficiently helpful, less helpful, or not helpful in assisting you with the performance of your duties as local government secretary?

	Frequency	Ratio
1. Very helpful	0	0
2. Sufficiently helpful	0	0
3. Less helpful	0	0
4. Not helpful	5	100

## 2.2 Local Government Secretary's View on Local Government's Management Style

The next section of the questionnaire inquired about the local government secretary's view on the local government's management style. The first question in this section was about the way a local head determines where public works projects are located. Our team asked the local government secretary if the local head forms a special team or involves many parties when determining these locations. 27.1% of the respondents replied the local head favored forming a special team and the rest of the respondents replied they favored involving many parties, according to the local government secretary's observation. We also asked a question if the local head chooses a project's location according to the wishes of the local parliament or according to the wishes of the local community concerned with the project when a conflict of interest arises between the two parties. 91.3% of the local heads favored the wishes of the community.

The survey also told us that most of the local heads have participation-oriented and pro-community mindsets. This local head profile is based on the observations of local government secretaries so we do not know the actual decision-making process or the actual process used by local heads to prioritize projects. We can, however, say that local government secretaries are required to pay close attention to the voices of local communities who have directly elected the local head.

The next question also involved the decision-making process. We asked local government secretaries who the local head discusses ideas for new development programs with. They said that local heads tended to have discussions with the local government secretary, the head of the local development planning agency (BAPPEDA), and department heads, but that they tended to have less communication with politicians.

In addition, discussion with the vice local head occurred more frequently than with politicians but less frequently than with bureaucrats. This less frequent communication with vice local head might take place if the vice local head is from a different political party or if the vice local head is a possible political enemy in the next local head



election.

16. Based on your observations, how does the district head/mayor determine the project locations?

	Frequency	Ratio
1. The district head/mayor <b>always</b> forms a special team and never involves many parties	9	8.7
2. The district head/mayor <b>very often</b> forms a special team and rarely involves many parties	19	18.4
3. The district head/mayor <b>very often</b> involves many parties and rarely forms a special team	31	30.1
4. The district head/mayor <b>always</b> involves many parties and never forms a special team	40	38.8
N.A.	4	3.9

17. Based on your observations, what does the district head/mayor do when a conflict of interest arises between the local parliament and the community regarding the location of a particular project?

	Frequency	Ratio
1. The district head/mayor <b>always</b> chooses the project location according to the wishes of the local parliament members	1	1.0
2. The district head/mayor <b>very often</b> chooses the project location according to the wishes of the local parliament members	5	4.9
3. The district head/mayor <b>very often</b> chooses the project location according to the wishes of the community	62	60.2
4. The district head/mayor <b>always</b> chooses the project location according to the wishes of the community	32	31.1
N.A.	3	2.9

18-29. Based on your observations as local government secretary, over the last year, when thinking of ideas for a new program of development, did the district head/mayor always, often, rarely, or never discuss these ideas with the following officers or parties? (Upper: Frequency, Lower: %)

	Always	Often	Rarely	Never	N.A.
18. Vice district head/vice mayor	41 39.8	43 41.7	10 9.7	7 6.8	2 1.9
19. Local government secretary	69 67.0	34 33.0	0 0.0	0 0.0	0 0.0
20. Head of local development planning agency (BAPPEDA)	65 63.1	37 35.9	1 1.0	0 0.0	0 0.0
21. Department heads (kepala dinas)	46	53	4	0	0

	44.7	51.5	3.9	0.0	0.0
22. National MP	2	16	62	20	3
	1.9	15.5	60.2	19.4	2.9
23. Local assembly member of your district/city	31	48	19	3	2
	30.1	46.6	18.4	2.9	1.9
24. Other Politicians (Board Member, etc.)	5	23	49	21	5
	4.9	22.3	47.6	20.4	4.9
25. Persons that you can depend on personally (husband, wife, family, friends, etc.)	8	22	26	39	8
	7.8	21.4	25.2	37.9	7.8
26. Socially respected figures (religious figures, activist of NGO and/or mass organization, lecturer)	9	64	27	2	1
	8.7	62.1	26.2	1.9	1.0
27. International bodies	1	14	51	30	7
	1.0	13.6	49.5	29.1	6.8
28. Entrepreneur/Business Association (Chamber of Commerce, Construction Company Association etc.)	7	52	36	4	4
	6.8	50.5	35.0	3.9	3.9
29. Others	3	9	5	4	82
	2.9	8.7	4.9	3.9	79.6

### 2.3 Bureaucratic Regulation

The third section was related to the perception of the local government secretary regarding intervention from politicians and upper tiers of the government. According to the local government secretary, support from politicians was not important when choosing department heads and agency heads for local government. This suggests that the local government secretary, as a career bureaucrat, has a willingness to remain independent from politics and keeps the autonomy of the local bureaucracy away from local politics.

On the other hand, the local government secretary tended to have a positive view on central government intervention. They were especially likely to support adding some requirements for appointments to high offices such as a local government secretary and heads of departments and agencies. Central government intervention in personnel matters and in the local bureaucratic organization is expected to diminish a local politician's influence in the local bureaucracy. This view suggests that a local government secretary would oppose a local politician's intervention in the local bureaucracy in order to maintain the autonomy of the local bureaucracy.

In a regular local government, training sessions for local government bureaucrats

were conducted several times a year. 22.4% of local governments conducted trainings more than once a month, however.

Based on the survey results in Section 2.2, we could say that not a few local governments aim to create an autonomous bureaucracy without politicians' interventions by raising local bureaucrat's capabilities through their training programs.

30. In your view, is the support from politicians or political parties very important, important, less important or not important in choosing the department heads (kepala dinas) or the agency heads (kepala badan)?

	Frequency	Ratio
1. Very important	1	1.0
2. Important	16	15.5
3. Less important	41	39.8
4. Not important	44	42.7
N.A.	1	1.0

31. Do you strongly agree, agree, disagree or strongly disagree, that the central government should tighten the criteria for appointments to high-ranking officers such as local government secretary (sekda) and the heads of local government departments and agencies (SKPD)?

	Frequency	Ratio
1. Strongly agree	17	16.5
2. Agree	68	66.0
3. Disagree	16	15.5
4. Strongly disagree	2	1.9

32. Do you strongly agree, agree, disagree, or strongly disagree, that the central government provides various instructions regarding regulations on district organization?

	Frequency	Ratio
1. Strongly agree	4	3.9
2. Agree	59	57.3
3. Disagree	35	34.0
4. Strongly disagree	4	3.9
N.A.	1	1.0

33. Over the last year, how often did the district or city authorities here conduct training sessions for local government officers regarding good governance by using local government budget? (e.g., training on planning, transparency, accountability, and community participation. Note: Seminars are not considered training.)

	Frequency	Ratio
1. More than once a week	4	3.9
2. Once a week	4	3.9
3. Once or twice a month	15	14.6
4. A few times in a year	77	74.8
5. Never	1	1.0
N.A.	2	1.9

## 2.4 Focus and Policy Results

The fourth section of the survey focused on local government policy priorities. According to the local government secretary, local governments placed a higher priority on education and public health policies than on development policies. This prioritization is the basis for building a welfare state at the local level and it may reflect the central government's intention.

All local governments tended to prioritize education and public health policies because a local government with successful policies in these two fields may receive a higher level of support from their local constituency. Indonesia has a relatively large population of young people and local governments have strong incentives to prioritize these two pro-youth sectors. Indonesia will continue reaping the benefits of this demographic dividend for another ten years or more, but in the future, might bear huge costs from expanded public services in these two sectors. This situation could occur when Indonesia starts to face an aging society in twenty years just as Japan is facing now.

Our team also asked questions about the number of awards won in the fields of public health, education, and infrastructure, as well as in the field of good governance. Some local governments have won no awards at all while more than ten percent of local governments have received more than six awards in the fields of good governance, education, and public health. Local governments that have won many awards in the field of good governance tended to have also received awards in the fields of education and public health. On the other hands, less local governments received the awards in the infrastructure sector. 38 local governments have not received any awards in the infrastructure sector and 56 governments have received only one to five awards in this sector. This might have been caused by the facts that there were not many awards in the field of infrastructure and many local governments tended to pay more attention to

education and public health and tried to get awards in these two sectors.

34-36. Which of the following sectors are prioritized by your district/city?

Please name three sectors that are currently being prioritized.

	34. First priority	35. Second priority	36. Third priority
a. Agriculture/Fisheries	18	11	11
b. Agrobusiness	1	1	2
c. Community health	22	38	13
d. Environment	0	0	0
e. General Works (infrastructure)	15	8	19
f. Heavy industry	1	0	0
g. SMEs	0	4	2
h. Tourism	2	2	2
i. Trade	0	1	3
j. Transportation	1	0	2
k. Natural resources	0	0	0
l. Housing	0	0	0
m. Education	31	28	17
n. Peace and order	0	0	1
o. Poverty eradication	8	7	17
p. Public services	2	1	6
q. Religion	0	0	0
r. Eliminating corruption	1	1	1
s. Others (.....)	1	1	5
N.A.	0	0	2

37-40. How many awards have district/city authorities received in the following areas over the last year, whether from the central government or the private sector? (Upper : Frequency, Lower : %)

Subject	None	One to Five	Six to Ten	More than Ten	N.A.
37. Good governance (including budgeting and financial responsibility)	21 20.4	64 62.1	9 8.7	5 4.9	4 3.9
38. Education	25 24.3	52 50.5	11 10.7	9 8.7	6 5.8
39. Community health	16 15.5	67 65.0	10 9.7	4 3.9	6 5.8
40. Infrastructure	38 36.9	56 54.4	3 2.9	1 1.0	5 4.9

Note: An award indicates a competition. A certification is not considered a form of award.

## **2.5 Intergovernmental Relationship and Relationship between Government and Society**

The next section was related to the local government secretary's network. Our survey found that the political figures with whom local government secretaries most frequently met were local politicians such as local district or city assembly members. Local government secretaries built weak networks with figures at the national level. They had no access to the president or the vice president, and did not often meet with high-ranking officers in the central or provincial governments. Furthermore, they less frequently saw national MPs compared with those high-ranking officers. That means the local government secretary had weak connections to both the central and provincial governments and they would rather prefer to rely on the bureaucratic network rather than the political network to coordinate with the higher governments.

Importantly, the local government secretary had far more frequent meetings with lower district/city government officers such as sub-district heads and village heads because these officers are the key actors for implementing policies. Another interesting finding was the fact that the local government secretary frequently met with neighboring district heads, mayors, and other high-ranking officers. This behavior can be explained by the fact that local heads often ask the local government secretary to represent him or her in meetings and other events held by neighboring local governments. It is also partly because each local government tends to value strengthening horizontal intra-governmental relationships rather than the hierarchical relationship with higher levels of government.

The survey also asked the local government secretary about the frequency of their contact with different stakeholders via phone or SMS and found a similar trend with the aforementioned findings on direct meetings. The local government secretary often contacted local assembly members, sub-district heads, village heads as well as neighboring district heads, mayors, and high-ranking local government officers via phone or SMS. By contrast, they did not have as much contact with ministers, high-ranking central government officers, or national MPs because they did not have as strong a connection with them. Some local government secretaries would meet the provincial governor or donors from time to time but did not contact them via phone or SMS. That means the relationship between the local government secretary and provincial governors or donors was just a formal one and they were part of a weak network.

At some point, 81.6% of the respondents expressed their regions' aspirations to the

central government by asking for additional budget allocations. The results showed that newly appointed local government secretaries have less experience of lobbying the central government. The most effective lobbying path is the bureaucratic path to the minister or to another high-ranking central government officer. The second most effective path is the political path through national MPs of the local government secretary's district or city. As mentioned above, the local government secretaries did not have strong connections with the president or the vice president. Therefore, we can conclude that local government secretaries do not usually make effective use of the path to the president and/or vice president.

The last question in this section was about lobbying initiatives. The survey asked if the initiative to lobby the central government came from the local head or from the local government secretary him or herself. 44.7% of the respondents answered that the initiative came from the local head and 47.6% of the respondents replied that the initiative came from him or herself. There was no relationship between the length of tenure as local government secretary and the source or origin of the lobbying initiative. Whether the lobbying initiative came from the local head or from the local government secretary him or herself, it seemed to depend on the individual personality of the local head and the local government secretary.

42-55. How often do you meet directly (face-to-face) with the following officers and figures to ensure your duty as local government secretary are smoothly carried out? (Upper : Frequency, Lower : %)

	Never	1-2 times a year	A few times a year	Once a month	A few times a month	N.A.
42. Minister	22 21.4	33 32.0	45 43.7	2 1.9	1 1.0	0 0.0
43. Ministry's office (Director-general, Director)	8 7.8	23 22.3	61 59.2	6 5.8	5 4.9	0 0.0
44. National MP	15 14.6	43 41.7	43 41.7	1 1.0	0 0.0	1 1.0
45. Provincial Assembly Member	10 9.7	30 29.1	50 48.5	5 4.9	8 7.8	0 0.0
46. Your District/City Assembly member	0 0.0	1 1.0	12 11.7	10 9.7	79 76.7	1 1.0
47. Provincial Governor	6 5.8	11 10.7	59 57.3	14 13.6	13 12.6	0 0.0
48. Provincial High-Ranking Officer (Provincial government secretary, department heads)	2 1.9	3 2.9	52 50.5	25 24.3	21 20.4	0 0.0

49. District head/mayor and high-ranking officers of neighboring district/city	1 1.0	6 5.8	27 26.2	5 4.9	63 61.2	1 1.0
50. Sub-district head	1 1.0	0 0.0	6 5.8	18 17.5	77 74.8	1 1.0
51. Village head	1 1.0	9 8.7	26 25.2	21 20.4	45 43.7	1 1.0
52. International organization	28 27.2	55 53.4	15 14.6	3 2.9	1 1.0	1 1.0
53. Entrepreneur/Business Association (Chamber of Commerce, Construction Company Association, etc.)	8 7.8	23 22.3	47 45.6	12 11.7	12 11.7	1 1.0
54. Activist of NGO and/or mass organization	4 3.9	9 8.7	42 40.8	12 11.7	35 34.0	1 1.0
55. others	2 1.9	1 1.0	15 14.6	2 1.9	12 11.7	71 68.9

56-69. How often do you contact the following officers and figures by telephone (HP or SMS)?  
(Upper: Frequency, Lower: %)

	Never	1-2 times a year	A few times a year	Once a month	A few times a month	N.A.
56. Minister	91 88.3	7 6.8	4 3.9	0 0.0	0 0.0	1 1.0
57. Ministry's office (Director-General, Director)	32 31.1	31 30.1	30 29.1	7 6.8	2 1.9	1 1.0
58. National MP	52 50.5	24 23.3	21 20.4	3 2.9	3 2.9	0 0.0
59. Provincial Assembly Member	28 27.2	24 23.3	38 36.9	8 7.8	4 3.9	1 1.0
60. Your District/City Assembly Member	3 2.9	1 1.0	13 12.6	13 12.6	73 70.9	0 0.0
61. Provincial Governor	67 65.0	16 15.5	14 13.6	3 2.9	2 1.9	1 1.0
62. Provincial High-ranking Officer (provincial government secretary, department heads)	7 6.8	13 12.6	45 43.7	15 14.6	22 21.4	1 1.0
63. District head/mayor and high-ranking officers of neighboring district/city	9 8.7	9 8.7	16 15.5	8 7.8	59 57.3	2 1.9
64. Sub-district head	0 0.0	0 0.0	8 7.8	7 6.8	87 84.5	1 1.0
65. Village head	5	10	25	11	51	1



	4.9	9.7	24.3	10.7	49.5	1.0
66. International organization	67	24	10	1	0	1
	65.0	23.3	9.7	1.0	0.0	1.0
67. Entrepreneur/Business Association (Chamber of Commerce, Construction company association, etc.)	19	22	39	6	14	3
	18.4	21.4	37.9	5.8	13.6	2.9
68. Activist of NGO and/or mass organization	6	14	30	18	34	1
	5.8	13.6	29.1	17.5	33.0	1.0
69. Others	3	6	13	1	8	72
	2.9	5.8	12.6	1.0	7.8	69.9

70. During the time you assisted the current district head/mayor, did you ever express the region's aspirations to the central government, by asking for additional budget allocations?

	Frequency	Ratio
1. Yes	84	81.6
2. No	18	17.5
N.A.	1	1.0

71. If "YES", based on your knowledge, which avenue is the most effective to increasing budget allocations from the central government?

72. Which avenue is the second most effective to increasing budget allocations from the central government?

	71. The most effective		72. The second most effective	
	Frequency	%	Frequency	%
1. The President and his staff (assistants, expert staff)	0	0.0	0	0.0
2. The Vice president and his staff (assistants, expert staff)	0	0.0	0	0.0
3. The minister	27	32.1	12	14.3
4. High-ranking Officers (DG, Director) of the minister	44	52.4	24	28.6
5. The national MP of your district/city	4	4.8	30	35.7
6. Budget Committee of Parliament	4	4.8	3	3.6
7. Others	3	3.6	2	2.4
N.A.	2	2.4	13	15.5

73. Are the regional aspirations presented more often by your own initiative or by the order of the district head/mayor?

	Frequency	Ratio
1. More often by my own initiative	46	44.7
2. More often by the order of district head/mayor	49	47.6
N.A.	8	7.8

## 2.6 Budget

The following section of the questionnaire was related to budget allocation. Most respondents naturally replied that the district head/mayor was the most influential person in determining the location of roadway projects in the district/city. However, if we combine the number of respondents who replied that the local development planning agency head was the most influential with the number of respondents who regarded the concerned department head as the most influential, the total surpassed the number of respondents who said the district head/mayor was the most influential. That might suggest the strong influence of bureaucracy. Just 1.9% of the respondents considered the local parliament as the most influential and 22.3% of them ranked the local parliament as the second most influential after the district head/mayor. Interestingly, the respondents who chose the local parliaments as the second most influential didn't think the local development planning agency head or the concerned department head as the most influential. This might suggest that there were two groups of local government secretaries: one who viewed the political path as the most important and the other who regarded the bureaucratic path as the most important.

Among the respondents, 53.4% had experience of lobbying the provincial government. The local government secretary said they lobbied the provincial government less than they lobbied the central government. 36.4% of those who did lobbying the provincial government thought that directly lobbying the head of the provincial government, that is the provincial governor, was the most effective. 47.3% of the respondents thought that lobbying the provincial development planning agency head and department heads was the most effective while 50.9% of the respondents thought it was the second most effective. Most respondents thought that lobbying provincial politicians was less effective. That means that political connections are far less important in obtaining fiscal resources from the provincial government than bureaucratic ones in the province-district/city relationship.

In terms of expenses, 40%-60% of the total local budget was allocated to personnel. No local governments spent more than 80% of their total budget on personnel expenses.

The average number of permanent local civil servants was 11,547 and was normally distributed as shown in Figure 1. Many respondents answered that their local governments hired just a few temporary staff, while on the other hand, a few local governments had hired quite a large number of temporary staff (Figure 2). We did not find any significant correlation between the number of permanent civil servants and that of temporary staff. As shown in Figure 3, we found a wide variation in the number of temporary staff among the local governments which had a larger number of permanent civil servants. These results indicate that temporary staff are not considered to be substitutes for permanent civil servants but are hired for additional work in some large-scale local governments.

74. Throughout the time you have assisted the current district head/mayor, who has been most influential in determining the locations of roadways projects in the district/city?

75. Throughout the time you have assisted the current district head/mayor, who has been second most influential in determining the locations of roadways projects in the district/city?

	74. Most influential		75. Second most influential	
	Frequency	Ratio	Frequency	Ratio
1. District head/mayor	39	37.9	20	19.4
2. Local parliament	2	1.9	23	22.3
3. Local development planning agency (BAPPEDA)	11	10.7	17	16.5
4. Head of the related department	31	30.1	23	22.3
5. Business associations (Chamber of Commerce, Construction company association, etc.)	0	0.0	0	0.0
6. Social respected figures (religious figures, activists of NGO and/or mass organization, lecturers)	5	4.9	11	10.7
7. Others	14	13.6	6	5.8
N.A.	1	1.0	3	2.9

76. Did you lobby the provincial authorities to bring in more projects for this district/city?

	Frequency	Ratio
1. Yes	55	53.4
2. No	48	46.6

77. If “YES,” based on your knowledge, which avenue is the most effective to obtaining provincial projects?

78. Based on your experiences, which avenue is the second most effective to obtaining provincial projects?

	77. The most effective		78. The second most effective	
	Frequency	Ratio	Frequency	Ratio
1. The provincial governor	20	36.4	3	5.5
2. The vice provincial governor	1	1.8	0	0.0
3. The Provincial government secretary	2	3.6	13	23.6
4. The Head of the Provincial development planning agency (Bappeda)	12	21.8	11	20.0
5. The Head of related department	14	25.5	17	30.9
6. Provincial MP	4	7.3	8	14.5
7. Cadre of political party	0	0.0	0	0.0
8. Other avenue	1	1.8	1	1.8
N.A.	1	1.8	2	3.6

79. What is the percentage of the local budget that is used for officers' personnel expenditures?

	Frequency	Ratio
1. Less than 20%	0	0.0
2. 20 - 40%	11	10.7
3. 40 - 60%	56	54.4
4. 60 - 80%	35	34.0
5. More than 80%	0	0.0
N.A.	1	1.0

80. What is the total number of permanent local civil servants and temporary staff in your district/city?

	Frequency	Average	S.D.	Minimum	Maximum
1. Permanent government officers	98	11,548.24	4,441.54	1,036	21,519
2. Temporary staff	90	1,573.97	1,994.01	1	12,000

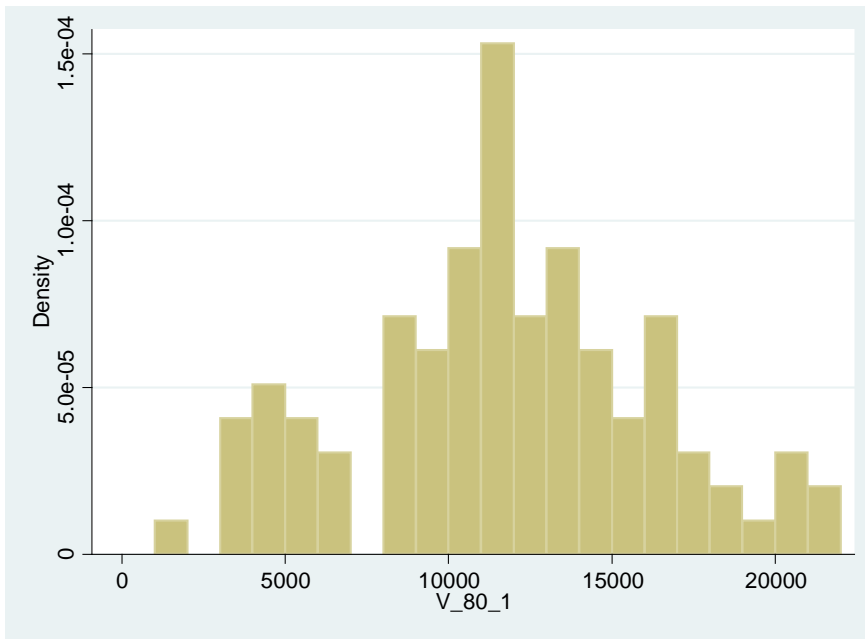


Fig. 1. Distribution of permanent local civil servants

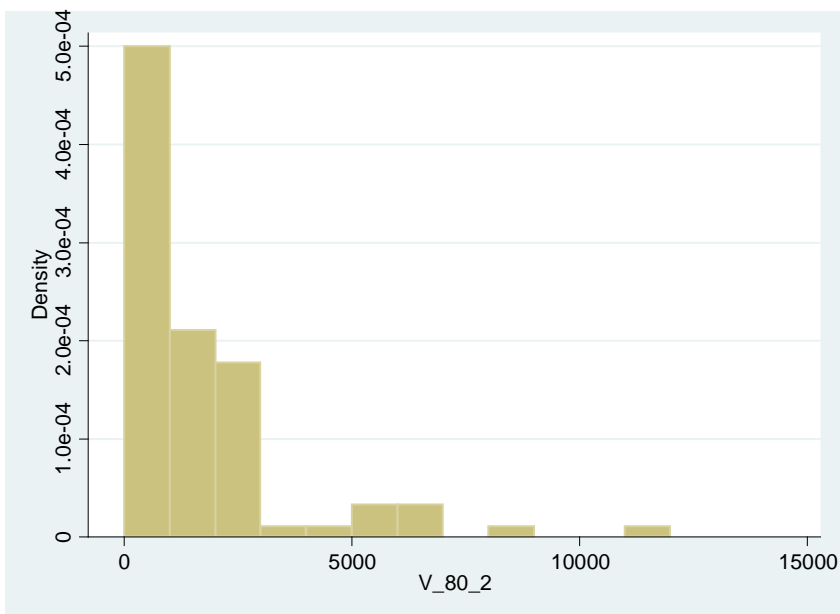


Fig. 2. Distribution of temporary staff

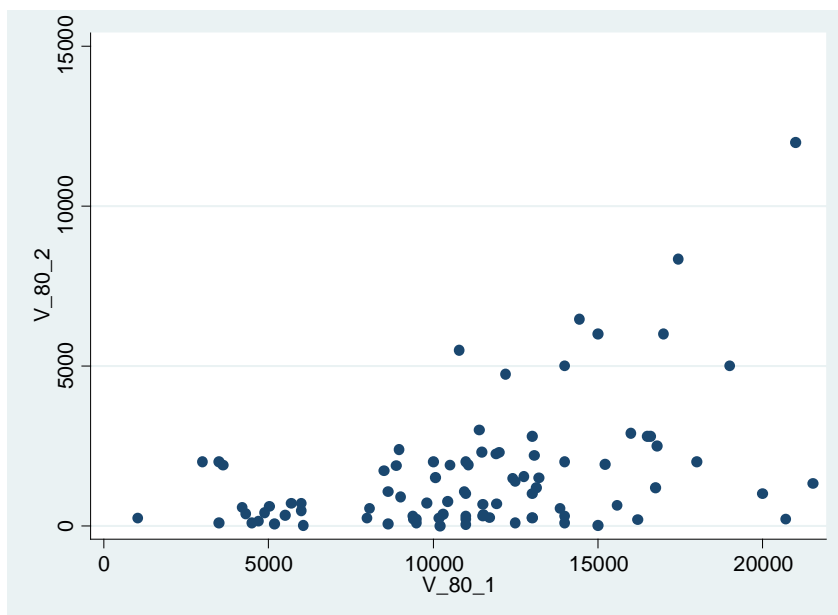


Fig. 3. The number of permanent civil servants and the number of temporary staffs

## 2.7 Social Communication

The last section of the survey was about the relationship between local governments and their respective communities. Many local governments utilized local newspapers, websites, radio, and television as media tools to publicize the activities of the local government. The most utilized media type was local newspapers. Local governments paid a public advertising fee to local newspapers and that fee constituted a significant portion of each news agency's income. That financial relationship might hinder local newspapers from criticizing the local government.

Beyond local newspapers, there were also local governments that used the Internet by making their own websites, but the online activities of local governments that utilized interactive social media such as Facebook and Twitter were limited at least in 2011 when this survey was conducted.

Local governments made use of the media tools to publicize important local government information such as budget allocations and reports on financial responsibility. It is natural that a website would be the first choice for disseminating information because the local government can simply upload all the information that they want to spread. Local newspapers and radio were the next most favorable forms of media. Local governments tended not to use TV to publicize their activities because TV is not suitable for these types of information dissemination. Instead, local

governments in Indonesia tended to use radio, which is quite different from the way local governments in Japan spread information. In Indonesia, there are quite a large number of local radio stations which local governments can easily use to disseminate information.

The last question was about the responsibilities of the local governments. When a project request from a village-level development meeting (Musrenbang) was not accepted at the district/city level meeting, most local governments gave reasons for the rejection. Only 40.8% of them gave the reasons to all parties. 54.5% of them replied only to those who wished to know the reasons. This difference might suggest that there are different decision-making styles among local governments. Some try to involve all parties in the district/city, while others involve only a limited number of stakeholders.

81. Did you utilize the following forms of media to publicize district/city authorities' activities to the public? (you can select more than one answer)

	Frequency	Ratio
1. Local newspapers	99	96.1
2. Tabloids	40	38.8
3. Magazines	40	38.8
4. Brochures	47	45.6
5. Websites/internet sites	88	85.4
6. Facebook, twitter, blogs	26	25.2
7. Local TV	61	59.2
8. Billboards	57	55.3
9. Local radio	76	73.8
10. Local government radio (RSPD)	64	62.1
11. Others	16	15.5

82. Do the forms of media above upload information on APBD allocations and/or report on financial responsibility?

	Frequency	Ratio
1. Yes, this media was used to upload information on APBD allocations only	13	12.6
2. Yes, this media was used to upload information on reports on financial responsibility only	4	3.9
3. Yes, this media was used to upload information on both APBD allocations and reports on financial responsibility	83	80.6
4. Did not utilize	2	1.9
N.A.	1	1.0

83. Do any of the forms of media above provide detailed information on projects in each region (ward/village, sub-district)? (Upper: Frequency, Lower: %)

	Yes	No	N.A.
A. Local newspapers	46 44.7	54 52.4	3 2.9
B. Tabloid	17 16.5	80 77.7	6 5.8
C. Magazines	12 11.7	86 83.5	5 4.9
D. Brochures	24 23.3	73 70.9	6 5.8
E. Website/internet sites	65 63.1	36 35.0	2 1.9
F. Facebook, twitter, blog	6 5.8	87 84.5	10 9.7
G. Local TV	18 17.5	77 74.8	8 7.8
H. Billboard	20 19.4	74 71.8	9 8.7
I. Local radio	28 27.2	69 67.0	6 5.8
J. Local government radio (RSPD)	33 32.0	61 59.2	9 8.7

84. If a proposal from a community at the village-level development planning meeting (Musrenbang) is not accepted at the level of the district/city, does your local government provide reasons for the decision?

	Frequency	Ratio
1. Yes, all parties are informed	42	40.8
2. Yes, but only the community that brought the proposal is informed	56	54.4
3. No one is informed	5	4.9

### 3 Evaluation by Interviewers

Finally, the survey team asked the interviewers to evaluate the survey process in order to get better understanding of the process as well as any difficulties they may have faced in conducting the survey with local government secretaries. This is quite valuable information for all future local elite surveys.

The first question asked about contact with the local government secretary. 43.7% of the interviewers had direct contact with the local government secretary. Others first contacted the assistant or staff of the local government secretary. The interviewers only utilized formal communication networks and did not use informal connections via the



local government secretary's inner circle such as family members or friends.

During the survey, 70.9% of respondents used the Indonesian language for the interview and the rest used Indonesian interchangeably with local languages such as Javanese and Sundanese. It was natural for them to use Indonesian because all bureaucratic terms are in the Indonesian language. Adding in the use of local languages might have helped to stimulate the interview. 32.0% of the respondents were helped by others during the interview, but almost all of them worked under the local government secretary. It seems as though the local government secretary needed them for fact-checking.

Interviewers also reported that 95.1% of the respondents were cooperative and 88.3% of them almost fully understood the intention of the questions. The interviewers were able to establish this cooperative attitude because the respondents were local government secretaries, not district heads/mayors who were perhaps too busy for long, in-depth conversations. Our team thinks that we were able to obtain objective data from the survey because the topics themselves interested local government secretaries and as such, prompted them to give reliable and forthcoming answers.

N. Did you contact the respondent directly via the telephone or face to face?

	Frequency	Ratio
1. Yes	45	43.7
2. No	58	56.3

O. If not, which parties did you contact before meeting directly with the regional secretary?

	Yes	No
1. Assistant of local government secretary	29	29
2. Public relations bureau (protocol officer)	20	38
3. Staff of local government secretary (secretary, etc)	43	15
4. Send interview letter to local government secretary	38	20
5. Journalist close to local government secretary	3	55
6. Department head (kepala dinas)	11	47
7. Family members of local government secretary (wife, children, cousin/nephew/niece, uncle, etc.)	0	58
8. Inner circle of local government secretary	2	56
9. Close friend of local government secretary	8	50

P. Was the interview conducted in the Indonesian language or other languages?

	Frequency	Ratio
1. Indonesian language	73	70.9
2. Other language	0	0.0
3. Mixed (Indonesian language & other language)	30	29.1

Q. Were there other persons present in the interview?

	Frequency	Ratio
1. Yes	33	32.0
2. No	70	68.0

R. Who is the other person present? (There can be more than one answer)

	Frequency	Ratio
1. Husband/wife/other family member	1	3.0
2. Close friend of local government secretary	2	6.1
3. Other local government bureaucrat (Head of Board, Asistant Local government secretary)	23	69.7
4. Others	7	21.2

S. Did other persons involve themselves in the interview process?

	Frequency	Ratio
1. No	19	57.6
2. Yes, a little	13	39.4
3. Yes, very much	1	3.0

T. Did the respondent appear to be cooperative in the interview?

	Frequency	Ratio
1. Very little	2	1.9
2. Less willing	3	2.9
3. Sufficient	65	63.1
4. Yes, very much	33	32.0

U. Generally did the respondent face difficulties to understand the questions put forward?

	Frequency	Ratio
1. Yes, almost all questions	5	4.9
2. Yes, a large part of it	2	1.9
3. Yes, about half of it	4	3.9
4. Yes, about a quarter of it	1	1.0
5. Yes, about 10%	7	6.8
6. Yes, below 10%	6	5.8
7. Almost all of it is understood well	78	75.7

V. In your estimation, how honest was the respondent in answering the questions put forward?

	Frequency	Ratio
1. Very honest	12	11.7
2. Sufficiently honest	74	71.8
3. Less honest	17	16.5
4. Not honest	0	0.0

<sup>1</sup> The analysis of the survey result was financed by JSPS Kakenhi Grant Number 25283009 (FY2013-2016)(Principal Investigator: Nagai Fumio)