

AUDIT OPINION AND AUDIT FINDINGS' DETERMINANTS OF INDONESIA'S SUPREME AUDIT INSTITUTION¹

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1. Introduction

Indonesian government has made significant changes regarding the governance mechanism by introducing Law No. 32/2004 about local government and Law No. 33/2004 about financial balance between central government and local government. One of the important points in those laws is the obligation of local government to provide financial statements to central government, and disseminate financial statements for public. The statements consist of budget realization report, balance sheet, statements of cash flow and notes of financial statement, and also attached with state-owned financial statements. Those statements need to be in accordance with Indonesia government accounting standard, called *Standar Akuntansi Pemerintahan* (SAP), ruled by government decree No. 24/2005 and revised with government decree No. 71/2010.

In order to maintain the quality of financial statements prepared by local government, Indonesia's Supreme Audit Institutions, called *Badan Pemeriksa Keuangan* (BPK), as an independent institution, will audit the financial statements. Audit by BPK is a part of monitoring function in order to make sure that local government activities are done in accordance with all regulations with the objective of achieving maximum public welfare.

However, in fact, there are many local governments that still cannot provide a good quality of financial statements and the accountability of their financial management. Based on the summary report published by BPK in the first and second semester of 2010, there were only 15 out of 499 local government financial statement (LKPD) examined by BPK in 2009 or about 3,01% from total LKPD that received Unqualified Opinion, called as *Wajar Tanpa Pengecualian* (WTP), which shows good accountability in preparing financial statements (see Table 1).

Table 1. Audit Opinion of LKPD for Period 2006-2010

LKPD (Year)	OPINION								Total
	WTP*	%	WDP**	%	TW***	%	TMP****	%	
2006	3	1%	327	70%	28	6%	105	23%	463
2007	4	1%	283	60%	59	13%	123	26%	469
2008	13	3%	323	67%	31	6%	118	24%	485
2009	15	3%	330	65%	48	10%	111	22%	504
2010	34	7%	341	66%	26	5%	115	22%	516

Source: Summary Report of BPK in Second Semester of 2011

Note:

*WTP (Wajar tanpa Pengecualian) = Unqualified Audit Opinion

**WDP (Wajar dengan Pengecualian) = Qualified Audit Opinion

***TW (Tidak Wajar) = Adverse Opinion

****TMP (Tidak Memberikan Pendapat) = Disclaimer Opinion

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BPK also revealed the weakness of internal control system. Based on the evaluation of 499 LKPD in 2009, there are 4,639 cases found related with the weakness of internal control system, consists of 2,010 cases of the weakness of accounting control system, 1,919 cases of the weakness of budget control system, and 710 cases of the weakness of internal control structure. Moreover, BPK also found some cases related with regulation incompliance. There are about 7,028 cases found with potential losses about 4.98 trillion rupiah (*Badan Pemeriksa Keuangan*, 2011).

Based on those data, we believe that research about the analysis on quality of local government financial statements (LKPD) are important to improve the quality of the statements in the future. Nuraeni (2011) analyze the effect of local government's characteristics on audit quality measured by audit opinion, regulation incompliance and size of deviation conducted by BPK. The results conclude that size of local government and assistances by state internal auditor (BPKP) have negative effect on audit quality, while population, type of local government, level of dependence and wealth have positive effect on audit quality. Zaelani (2010) analyze the relationship between local government characteristics and the weakness of local government's internal control. This research show that size of local government and population have negative effect with the weakness of internal control, while level of growth and district own revenue source, or called *Pendapatan Asli Daerah* (PAD), have positive effect. Efendy (2010), using empirical study in Gorontalo city, revealed that the competence and motivation of auditor have positive effect on audit quality, while auditor independence did not have significant effect on audit quality. Tarigan (2011) showed that the level of independence, objectivity, integrity and competence of auditors have positive effect on audit quality, while auditor's experience did not have significant effect on audit quality.

After examining previous researches, the purpose of this research is to analyze the effect of the local government characteristics, auditor's characteristics and other supporting factors on audit opinion and audit findings of LKPD audited by BPK. Contribution of this research is the analysis of multifactor which is local government characteristics, auditor's characteristics and supporting factors on audit opinion and findings. Moreover, while previous researches in Indonesia more focus on internal auditor of local government, this research focuses on BPK's external auditors.

The result of this research shows that factors that consistently have significant effect on audit opinion and audit findings are the age of local government, press visibility, support from the local government's leader, experiences of audit team leader and assistance by state internal auditor (BPKP). We believe that this research will give positive contribution for many parties, such as local government as auditee and BPK as auditor. For local governments, the findings can be used as insights to improve the quality of their financial statements. While for BPK, the findings can be useful to improve the performance of its auditors in auditing the LKPD.

The rest of the paper will be constructed as follows: second section discusses literature review and the development of research hypotheses, third section explains the research methodology, and fourth section discusses the finding of this research. Finally, in the fifth section we will present the conclusion and research limitations.

2. Literature Review

2.1. State Budget Audit

According to Law No. 15/2004 about state budget audit management and responsibilities, the government is responsible to manage the budget accountably, comply with all regulations, efficient, effective and transparent. Law No 15/2006 stated Indonesia's Supreme Audit Institutions (BPK) is an independent institution which has responsibility and authority to evaluate and audit the budget of central government, local government, the central bank of Indonesia, enterprises owned by central government and local government, and other state institutions who manage state budget. In auditing activities, BPK follows guidelines and standards for auditing process of state budget, as explained in regulation of BPK No. 01/2007 called as *Standar Pemeriksaan Keuangan Negara* (SPKN).

2.2. Audit Quality

De Angelo (1981) defined audit quality as the probability that auditor will detect material misstatements in financial statements and report those misstatements. Lowensohn *et al* (2007) argued that audit quality can be measured by three approaches: (1) use proxy of audit quality, i.e. size of auditor (Mansi *et al*, 2004), earning quality (Kim, 2002), reputation of public accounting firm (Beatty, 1989), audit fee (Copley, 1991), the presence of legal issue to auditor (Palmrose, 1988); (2) use direct approach, for example by monitoring the audit process to see how public accounting firm fit with the guidelines and auditing standard (Dang, 2004; O'Keefe *et al*, 1994); and (3) use third party opinions or perceptions on audit process done by the auditor, preparers and user of financial statements (Carcello, 1992). Deis and Giroux (1992) uses metric variable (*QUALITY*) based on Quality Control Review (QCR). In the context of Indonesian government, research of audit quality use the third approach, although research sample was still limited to internal auditor, like research conducted by Batubara (2008) and Efendy (2010).

There are four types of opinion that is produced by BPK: (1) Unqualified Opinion, called as *Wajar Tanpa Pengecualian* (WTP), (2) Qualified Opinion, called as *Wajar Dengan Pengecualian* (WDP), (3) Adverse Opinion, called as *Tidak Wajar* (TW), and (4) Disclaimer Opinion, called as *Tidak Memberikan Pendapat* (TMP). Audit findings that are published by BPK in Summary of Audit Examination (IHPS) can be divided into three groups:

1. Internal Control System Weaknesses

Internal control system weaknesses cases that usually found by BPK are: (a) weakness in controlling system of accounting and report, (b) weakness in controlling system of income and spending budget, and (c) weakness in the structure of internal control system.

2. Regulation Incompliance

Regulation incompliance are cases found that can create loss/potential loss for government or company, income reduction, and also creates inefficiency.

3. Level of Deviation

Beside reported some cases regarding the weakness in internal control system and regulation incompliance, audit result from BPK also exposes the monetary value of potential loss of

regulation incompliance. Liestiani (2008) use ratio of the value of potential loss findings on total monetary amount as a proxy level of deviation measurement in local government. This research found that level of deviation has negative effect on local government financial disclosures.

2.3. Previous Research

Giroux and Jones (2011) analyze quality of local government financial statement in England and Wales. They are used five types of independent variables to test the audit quality. They found that number of client in for of local government, type of local government (*unitary district*) has positive effect on quality differences between local government statements in UK and Wales.

Zaelani (2010) analyze the effect of size, growth and complexity of local government on the weakness in internal control system of local government in Indonesia. In this research, the weaknesses in internal control system consist of weakness in accounting and report system, weakness in controlling the local budget implementation and weakness in internal system structure. Using sample of 229 local governments in 2008, the research found that the size of local government and the size of population have negative effect on the weakness in internal control system. Moreover economic growth and size district own revenue source (PAD) have positive effect on internal control system weaknesses. Research by Zaelani (2010) is in line with research conducted by Petrovits, Shakespeare, and Shih (2010), which found that the size of local government has significant and negative effect on the weakness in internal control system.

Nuraeni (2011) analyze the relationship between local government characteristics and the audit quality. Using 297 samples of local governments in Indonesia for period of 2008-2009, this research found that the size of local government and the assistance by state internal auditor (BPKP) have negative effect on the audit opinion. On the other hand, the sizes of population and type of region have positive effect on audit opinion.

Libby and Frederick (1990) found that the differences of auditor's competences and experiences can create: (1) increase in mistakes found, (2) higher of accuracy level that can produce more accurate information and explanation, and (3) increase in knowledge structure. Moreover, Efendy (2010), using city of Gorontalo as research context, analyzed the influences of competences, independences and motivation of auditor on the audit quality. The research shows that competences and motivation of auditors have significant and positive effect on audit quality, while independency of auditor seems not have significant effect on audit quality.

Research on auditor characteristics is also done by Adityasih (2010). This research analyze the effect of professional education, auditor experiences, *audit capacity* of public accountant firm, and size of public accountant firm on the quality of audit process and results. Research found that professional education has positive effect on audit quality, while other variables seemed not have significant effect on audit quality. On the contrary with Libby (1995), Adityasih (2010) found that auditor experience has positive effect on audit knowledge and skill that will influence audit quality. Tarigan (2011) also analyzed the effect of working experience of auditor, auditor independency, objectivity and competences on audit quality in the province of Sumatera Utara. The result shows that independency, objectivity, integrity and competences of auditors have

positive effect on audit quality, while working experience seemed do not have significant effect on the quality of audit.

2.4. Research Hypothesis

2.4.1. Local Government Size

Baber (1983) argued that size of local government has a positive effect on the disclosure level of financial statements. Moreover, Petrovits, Shakespeare, and Shih (2010) found the negative relationship between size of organization and weakness of internal control system. Small organization usually has weakness in internal control system while bigger organization supposed to have higher level of disclosure for financial statements. With higher level of disclosure, audit findings will be lower thus audit opinion will be better. Based on this argument, the hypothesis regarding size of local government as follow:

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| <p>H_{1a} : The size of local government has positive effect on audit opinion.</p> <p>H_{1b-d} : The size of local government has negative effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.2. Local Government Dependence Level

Copley (1991) argued that incentive for controlling is the result of the dependences of external financing, i.e. central government financing and other local government financing. The use of external financing will create boundaries for local government programs. This boundary can be used as a tool for controlling governance and compliance of local government. The local government dependence level can be measured by percentages of intergovernmental revenues on total revenues (Ingram, 1984 and Copley, 1991). Nuraeni (2011) found that level of dependences has negative effect on level of deviation. Local government with higher level of dependences on external financing will be forced to prepare better financial statements (Copley, 1991). Better quality of financial statements will create better audit opinion and will reduce the number of audit findings. Based on this explanation, the research hypothesis level of dependences variable as follow:

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| <p>H_{2a} : Local government dependence level has positive effect on audit opinion</p> <p>H_{2b-d} : Local government dependence level has negative effect on audit finding (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.3. Type of Local Government

Research by Aldhizer (1994) in Nuraeni (2011) divided local government type into two groups, which are the *manager-council* and the *mayor-council*. That research found that *manager-council* type has positive effect on the level of government compliance, the quality of audit result, and disclosure level of financial statements (Copley, 1991). This could happen since in the *manager-council* type of government, the head of local government acts as a manager chosen directly by the council committee and usually has a skill in managing the local budget. In Indonesia, the administrative region divided into province, city and district (*kabupaten*), which each of them has the same authority. However, each of them has different characteristics.

Liestiani (2008) stated that the city have better economic factors and better infrastructure condition. Moreover, the presence of several education centers has made city type of government has more interaction with the society. Based on this fact, city government has bigger motivation to be more transparent in disclosing its financial statements (Liestiani, 2008). Nuraeni (2011) found that there is positive relationship between city government and audit quality in term of audit opinion. City government is forced to have better statements, thus could have better audit opinion and lower number of audit findings. Based on previous arguments, the research hypothesis for type of local government variable as follow:

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| <p>H_{3a} : City type of government has better audit opinion than district type of government.</p> <p>H_{3b-d} : City type of government has lower number of audit findings (weakness in internal control system, regulation incompliance and deviation level) than district type government.</p> |
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2.4.4. Size of Population

Copley (1991) found that total population in one region has positive effect on financial statement disclosure. This finding is in line with result of Ingram (1984). In Indonesia, research by Liestiani (2008) and Nureni (2011) supported the result of Copley (1991), that there is positive correlation between size of population and audit opinion. Moreover, there is negative correlation between size of population and level of deviation. We believed that size of population could influence local government to prepare better financial statements. Bigger size of population will give higher force to local government for preparing better quality of financial statements and in the end will have better audit opinion and lower number of audit findings. Based on previous arguments, the research hypothesis for size of population variable as follow:

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| <p>H_{4a} : Size of population has positive effect on audit opinion.</p> <p>H_{4b-d} : Size of population has negative effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.5. Administrative Age of Local Government

Administrative age of local government is calculated from the establishment of local government by law until now. Lesmana (2010) found that the age of local government increases the experience of the administrator in that local government and then increases the level of disclosure including for the financial report. Moreover, more experience will give more ability to administrator in evaluating the previous statements so that they can increase the quality of current financial statements. The research hypothesis for administrative age of local government variable as follow:

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| <p>H_{5a} : Administrative age of local government has positive effect on audit opinion.</p> <p>H_{5b-d} : Administrative age of local government has negative effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.6. Press Visibility

Zimmerman (1977) argued that press have role in agency relationship between people or *voters* and *politicians*, and could influence the disclosure of financial statements by local government. Press can give information on corruption and political scandals, and in return the news also will increase newspaper selling and the audience of television and radio. We can say that press has a function as supervision agent of local government's society. In line with Zimmerman (1977), Ingram (1984) also argued that strong press can induce the better exposure and information. Furthermore, Laswad, Fisher, and Oyelere (2005) found that press visibility has positive effect on willingness of local government to publish its financial report on website. Stronger press will force local government to prepare better financial statements. In the end, better statements will increase quality of audit opinion and reduce number of audit findings of LKPD. Based on previous arguments, the research hypothesis for press visibility variable as follow:

- H_{6a}** : Press visibility has positive effect on audit opinion.
H_{6b-d} : Press visibility has negative effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).

2.4.7. Support from Head of Local Government

Previous researches measured support by local government's leader as work specialization. Kimberly & Evanisko (1981) in Patrick (2007) defined work specialization as how far a member of organization has specific knowledge or skills. Patrick (2007) found that local government in USA which civil servants or administrators with specific working specialization, especially in area of accounting and financial reporting, have more motivation in adopting Governmental Accounting Standards Board (GASB) 34 than local government which has administrators with lower skill and specialization. In Indonesia, we can use Governor or Mayor as a leader of local government as a proxy of administrator who control the management of local budget. Local government with leader who has formal education background in economics or accounting supposed to have higher ability to produce better statements. With this support, local government is expected to get better audit opinion and lower number of audit findings. Based on previous argument, the research hypothesis for support from head of local government variable as follow:

- H_{7a}** : Local government which has leaders support will have better audit opinion than local government without leader support.
H_{7b-d} : Local government which has leaders support will have lower number of audit findings (weakness in internal control system, regulation incompliance and deviation level) than local government without leader support.

2.4.8. Audit Team Leader Competence

Audit opinion and audit findings produced by auditor are influenced by auditor's competence. Adityasih (2010) analyzes the effect of profession education, using hours of continuing professional education on audit quality. Shelton (1999) stated that the important goal of training program is to help less experienced auditor to be able to avoid irrelevance information and focuses on relevance information in order to give audit opinion. The increase in number of

3.2.2. Research Models for Audit Findings

In order to test the effect of independent variables on audit findings, this research uses multivariate regression analysis with model as follows:

Model 2:

$$FICSW_{it} = \beta_0 + \beta_1 SIZE_{it} + \beta_2 TRANS_{it} + \beta_3 TYPE_{it} + \beta_4 POPL_{it} + \beta_5 AGES_{it} + \beta_6 PRESS_{it} + \beta_7 SUPP_{it} + \beta_8 COMPT_{it} + \beta_9 EXPR_{it} + \beta_{10} BPKP_{it} + \varepsilon_{it} \quad \dots\dots\dots (3.2)$$

Model 3:

$$FREGL_{it} = \beta_0 + \beta_1 SIZE_{it} + \beta_2 TRANS_{it} + \beta_3 TYPE_{it} + \beta_4 POPL_{it} + \beta_5 AGES_{it} + \beta_6 PRESS_{it} + \beta_7 SUPP_{it} + \beta_8 COMPT_{it} + \beta_9 EXPR_{it} + \beta_{10} BPKP_{it} + \varepsilon_{it} \quad \dots\dots\dots (3.3)$$

Model 4:

$$FNOMN_{it} = \beta_0 + \beta_1 SIZE_{it} + \beta_2 TRANS_{it} + \beta_3 TYPE_{it} + \beta_4 POPL_{it} + \beta_5 AGES_{it} + \beta_6 PRESS_{it} + \beta_7 SUPP_{it} + \beta_8 COMPT_{it} + \beta_9 EXPR_{it} + \beta_{10} BPKP_{it} + \varepsilon_{it} \quad \dots\dots\dots (3.4)$$

3.3. Variables Measurement

The description of variable measurements for dependent and independent variables can be seen in Table 2.

Table 2. Summary of Variable Measurements

No.	Variable	Measurement
1.	Audit Opinion	1 : <i>Disclaimer of Opinion</i> (TMP) 2 : <i>Adverse Opinion</i> (TW) 3 : <i>Qualified Opinion</i> (WDP) 4 : <i>Unqualified Opinion</i> (WTP)
2.	Findings of Internal Control System Weaknesses	Number of cases related with weaknesses in internal control system
3.	Findings of Regulation Incompliance	Number of cases related with regulation incompliance
4.	Level of Deviation	Total value of money of deviation divided by total value of money audited
5.	Size of Local Government	Natural logarithm (Ln) of total assets owned by local government
6.	Local Government Dependence Level	Total income from transfer divided by total income
7.	Type of Local Government	1 : City government 0 : District government
8.	Size of Population	Natural logarithm (Ln) of population
9.	Administrative Age of Local Government	Age of local government based on government decree of local government establishment
10.	Press Visibility	Number of local newspapers
11.	Support from Head of Local Government	1 : Government leader has formal education in economics/accounting 0 : Government leader does not have formal education in economics/accounting
12.	Competences of Audit Team Leader	Number of training participated
13.	Experiences of Audit Team Leader	Years of working experience as auditor

The research framework can be seen in Figure 1 as follow:

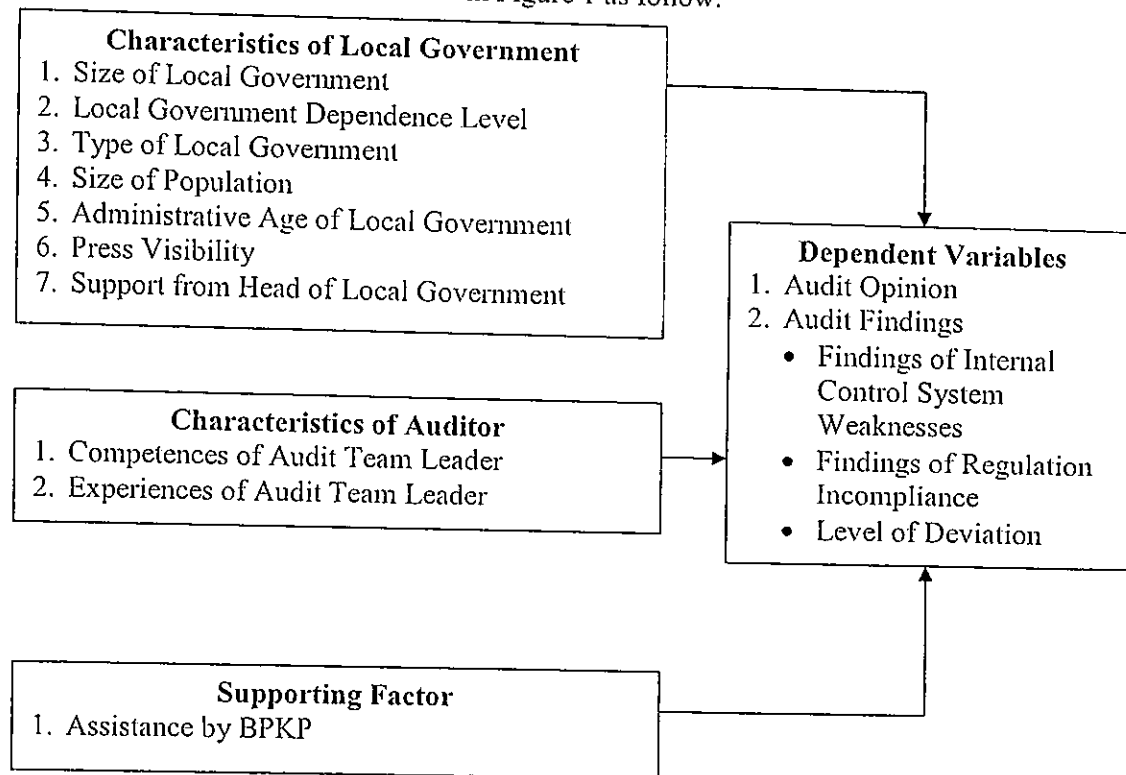


Figure 1. Research Framework

3. Research Methodology

3.1. Data

This research is using data of local government financial statements (LKPD) prepared for the period of 2008-2009 by local governments in Indonesia, which consist of city and district (*kabupaten*). Research only uses complete financial statements which have been audited by BPK. Based on previous criteria, we can find 890 financial statements as the data for analysis.

3.2. Research Models

3.2.1. Research Models for Audit Opinion

In order to test the effect of independent variables on audit opinion, this research uses ordered logit model, as follows:

Model 1:

$$OPINI_{it} = \beta_1 SIZE_{it} + \beta_2 TRANS_{it} + \beta_3 TYPE_{it} + \beta_4 POPL_{it} + \beta_5 AGES_{it} + \beta_6 PRESS_{it} + \beta_7 SUPP_{it} + \beta_8 COMPT_{it} + \beta_9 EXPR_{it} + \beta_{10} BPKP_{it} \dots\dots\dots (3.1)$$

probability to enter in each group of dependent variable (audit opinion) as a consequence of value changes in independent variables can be seen in table 6.

4.2.1. Local Government Size

a. Effects on Audit Opinion (H_{1a})

Based on the test results shown in Table 5, the size of local government has **negative and marginally significant** correlation with the audit opinion, not in line the hypothesis. The test result of this hypothesis suggests that larger local governments have smaller probability in obtaining a better audit opinion, consistent with the marginal effects in Table 6. This negative correlation may also occur due to the greater amount of government asset that led to greater likelihood of abuse and mismanagement of these assets. This negative correlation is consistent to the results of the study conducted by Nuraeni (2011) which conclude that the size of local government has negative and significant effect on audit quality captured in the audit opinion.

b. Effects on Audit Findings (H_{1b-d})

The test results of the hypothesis showed that the size of local government, measured by total assets, has **no significant** effect with the findings on internal control system weaknesses, regulatory incompliance and the level of deviation. The results are not as expected, but in line with Nuraeni (2011) which found that the size of local government has no significant effect on the audit quality in the regulatory incompliance and the audit quality in the level of deviation. This insignificance may be caused by local governments that do not calculate depreciation of their fixed assets. As a result, the data presented in the total assets of the local government financial statements does not conform to the conditions of total assets actually owned by the government.

4.2.2. Local Government Dependence Level

a. Effects on Audit Opinion (H_{2a})

As shown in table 5, dependence level of local government, has **negative and significant** relationship with audit opinion. The test result of this hypothesis suggests that local governments with higher levels of dependence have smaller probability to obtain better audit opinion. Table 6 shows that higher level of dependence has a greater probability of obtaining adverse and disclaimer opinions, as well as a smaller probability to obtain unqualified and qualified opinions. This may occur because the control provided by the central government to transfer revenue is still low, so that the government did not have the urgency to present reliable financial statements. Although not in line with the hypothesis, the results are consistent with Copley (1991) which states that the level of government dependence negatively affects the level of financial disclosure.

b. Effects on Audit Findings (H_{2b-d})

Dependence level of local government **does not correlate significantly** to the findings of the internal control system weaknesses and findings of regulatory incompliance. However, the dependence level of local government has **negative and significant** correlation with the level of

training will increase auditor's competences and help them to find more mistake or improper things in auditing local government financial statements. Based on previous explanation, the research hypothesis for competences of audit team leader variable as follow:

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| <p>H_{8a} : Competences of audit team leader has negative effect on audit opinion.</p> <p>H_{8b-d} : Competences of audit team leader has positive effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.9. Experiences of Audit Team Leader

Tubbs (1992) found that auditors who have more experiences make fewer mistakes in auditing the statements and will be able to find more misstatements. Adityasih (2010) used years of experiences in auditing activities as a proxy for auditor experiences. This research is using the same proxy in research conducted by Bonner and Walker (1994). Libby (1995) found that auditor experiences have positive effect on acquisition of knowledge and skills in audit. In line with research conducted by Libby (1995), auditors who have more audit hours are expected to have more experiences in audit. The experiences will help auditor to find misstatements in financial statements prepared by local government. The longer the years of experience the more finding that could be found by auditor. Based on previous explanation, the research hypothesis for experiences of audit team leader variable as follow:

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| <p>H_{9a} : Experiences of audit team leader has negative effect on audit opinion.</p> <p>H_{9b-d} : Experiences of audit team leader has positive effect on audit findings (weakness in internal control system, regulation incompliance and deviation level).</p> |
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2.4.10. Assistance by State Internal Auditor (BPKP)

State Internal Auditor, called *Badan Pengawas Keuangan dan Pembangunan* (BPKP) is a state institution which responsible for controlling the management of local budget and government development (Nuraeni, 2011). One of BPKP task is to give consultation, assistance and evaluation for government institutions that need assistance, one of which is local government. BPKP implements its role as consultant to build good governance in Indonesia. BPKP helps local government in preparing financial statements by giving training, assistance and review before the statements are submitted to the authority. Nuraeni (2011) found the negative correlation between assistance by BPKP with audit opinion. The negative effect of assistance by BPKP might be a clue that the mentoring process by BPKP is not effective (Nuraeni, 2011). Assistance by BPKP should have positive effect on the quality of financial thus it will improve audit opinion and reduce audit findings. Based on this argument, the hypothesis regarding assistance by BPKP as follows:

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| <p>H_{10a} : Local government with assistance by BPKP has better audit opinion than local government that does not have assistance by BPKP.</p> <p>H_{10b-d} : Local government with assistance by BPKP has lower number of audit findings (weakness in internal control system, regulation incompliance and deviation level) local government that does not have assistance by BPKP.</p> |
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14.	Assistance by BPKP	1 : Local government obtains assistance from BPKP 0 : Local government does not obtain assistance from BPKP
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4. Results
4.1. Descriptive Statistics

Table 3 shows descriptive statistics of all variables used in this research.

Table 3. Descriptive Statistics of Variables				
Variable	Mean	Minimum	Maximum	Std. Deviation
FICSW	8,489888	0	30	4,183422
FREGL	14,24607	1	51	6,948397
FNOMN	0,007663	0	0,167571	0,014973
SIZE (Rp)	1.723 billion	36 billion	31.359 billion	2.095 billion
TRANS	0,912892	0,3830695	0,9961448	0,059493
POPL	491.287,4	12.642	4.453.927	565.318,6
AGES	35,01685	1	59	22,63479
PRESS	13,37753	1	70	14,18182
COMPT	15,74270	2	50	7,266274
EXPR	14,16742	1	26	3,923919

From the data above, we can see that the quality of financial statements presented by local government for period 2008-2009 are still low (see Table 3). From 890 samples, only 26 financial statements (LKPD) got opinion of WTP or only about 2.92% from all samples. The average number of findings for internal control system weaknesses in sample of 890 financial statements for period 2008-2009 is 9 cases. Related with regulation incompliance, the average number of findings is 15 cases. The average level of deviation is 0.68445%. The average size of local government assets is 1.7 trillion rupiah and the average of transfer revenue ratio is 91.4292%, which shows how high the local government dependence on funding from central government. Average number of local newspapers which is used to measure press visibility is 12 newspapers.

Majority of type of the government (80.22%) is in form of district government. The average size of population is 491.294 people and average of administrative age is 36 years. Number of local governments that are led by person who has formal education on economics or accounting is 46.29% from total sample. If we take a look at the auditor’s characteristics, average number of training participated by audit team leader is 16 training with average experience is around 15 years. Finally, number of local governments which has assistance service from BPKP is 45.73% from total sample.

4.2. Results Analysis

We use *fixed effect model* for panel data analysis and the regression results using ordered logit model are shown in Table 5. Marginal effect (dy/dx) shows the increases or decreases of sample

Table 5. Regression Results

	OPINI		FICSW		FREGI		FNOMN	
	Coefficient	p-value	Coefficient	p-value	Coefficient	p-value	Coefficient	p-value
SIZE	-0.2019744	0.060 **	0.3642133	0.301	-0.4781509	0.328	-0.0003750	0.411
TRANS	-4.3812900	0.006 *	-1.6710500	0.357	2.6465570	0.353	-0.0240464	0.014 *
TYPE	0.7837376	0.000 *	1.8370000	0.278	5.3268280	0.134	0.0160351	0.016 *
POPL	0.4458653	0.000 *	4.1899030	0.003 *	2.6569110	0.122	0.0000670	0.493
AGES	0.0144542	0.000 *	0.6069465	0.002 *	-0.4685963	0.073 **	-0.0029264	0.000 *
PRESS	-0.0161182	0.047 *	0.6095034	0.003 *	-1.4040290	0.000 *	0.0000261	0.481
SUPP	0.2662431	0.036 *	0.2907288	0.332	-2.5011360	0.008 *	-0.0039085	0.008 *
COMPT	-0.0026784	0.412	-0.0624622	0.005 *	-0.0501586	0.086 **	0.0000440	0.220
EXPR	-0.0499415	0.006 *	0.0636498	0.068 **	0.0235521	0.360	0.0002200	0.016 *
BPKP	-0.2033216	0.082 **	0.5441594	0.008 *	-0.5892496	0.045 *	-0.0000403	0.471
Constanta			-90.08245		17.89976		0.1852293	
Prob > chi2	0.0000		0.0000		0.0000		0.0000	
Adjusted R ²	0.0716 atau 7.16%		0.0782 atau 7.82%		0.0603 atau 6.03%		0.0784 atau 7.84%	

* significant at 95%

** significant at 90%

deviation. The results are consistent with Nuraeni (2011) imply that the dependence level of local government will be more appropriate to be measured by the nominal value rather than number of findings. This may occur because not every finding in regulatory noncompliance causes nominal losses.

quality of financial statements. This study supports the research conducted by Ingram (1984), Copley (1991), Liestiani (2008) and Nuraeni (2011) also found that the size of population has positive and significant effect on audit opinion.

b. Effects on Audit Findings (H_{4b-d})

Size of population has **positive and significant** effect on the findings of the internal control system weaknesses, which indicates that the local governments with higher population have more findings in the internal control system weaknesses rather than the local government with lower population. This indicates that internal control system implemented by local government with lower population is even more effective and adequate. This may occur because higher population describes higher level of complexity, which requires more effective internal control system. However, based on the test results of this hypothesis, local governments with higher population have not been able to develop an effective internal control system, thus increasing the findings of the internal control system weaknesses. These results contradict to a study conducted by Zaelani (2010). Furthermore, the test results showed that the size of population **does not have significant** correlation with findings of regulatory incompliance and the level of deviation. The results of this study contradict the results of the study from Nuraeni (2011). These results are probably concluded because the population data recorded in the Statistics of Indonesia (BPS) does not describe the actual population as it was calculated based on projections and not based by an actual census.

4.2.5. Administrative Age of Local Government

a. Effects on Audit Opinion (H_{5a})

Administrative age of local government has **positive and significant** correlation with the audit opinions, indicating that local governments with longer administrative period have greater probability of obtaining a better audit opinion. This may occur because local governments have the experience of presenting better quality of financial statements. The experience can be gained through evaluation of the previous local government financial statements, thus the local governments can give efforts to improve their financial statements for the next financial year. These results support the research conducted by Lesmana (2010) who also found a positive correlation between the administrative age of the government and the level of mandatory disclosure of financial statements.

b. Effects on Audit Findings (H_{5b-d})

Administrative age of local government has **positive and significant** correlation with the findings of the internal control system weaknesses, which means that local governments with longer administrative period have more findings on the internal control system weaknesses compared to local governments with younger administrative age. In other words, the internal control system implemented by local government with younger administrative age is more effective and adequate. This finding contradicts the research expectations and also contradicts with the results on audit opinion. In reality, the internal control system of local government is subjected to its obedience towards the rules and regulations, and there is no improvement of its effectiveness despite the length of government administrative period.

Table 6. Summary of Marginal Effect for Audit Opinion Model

Variable	dy/dx			
	Prob TMP	Prob TW	Prob WDP	Prob WTP
	0,19308721	0,08773569	0,69705761	0,02211949
SIZE	0,0314685	0,0093225	-0,0364223	-0,0043687
TRANS	0,6826248	0,2022266	-0,7900831	-0,0947682
TYPE	-0,1052239	-0,0355941	0,1191300	0,0216881
POPL	-0,0694678	-0,0205797	0,0804034	0,0096442
AGES	-0,0022520	-0,0006672	0,0026065	0,0003126
SUPP	0,0025113	0,0007440	-0,0029066	-0,0003486
PRESS	-0,0412392	-0,0122657	0,0476765	0,0058284
COMPT	0,0004173	0,0001236	-0,0004830	-0,0000579
EXPR	0,0077811	0,0023051	-0,0090060	-0,0010802
BPKP	0,0318506	0,0093531	-0,0368356	-0,0043681

4.2.3. Type of Local Government

a. Effects on Audit Opinion (H_{3a})

The analysis indicates that the city type of local government has greater probability of obtaining a better audit opinion. Consistent with marginal effect shown in Table 6, local governments in city type have greater probability of obtaining unqualified and qualified opinions. City type of government generally has higher quality of human resources with better education levels and better infrastructure. Therefore, local governments are encouraged to provide good quality of financial statements. The results are in line with Nuraeni (2011) who found that there is a positive and significant correlation between the type of local government and the audit opinion.

b. Effects on Audit Findings (H_{3b-d})

Local government type is **not significantly correlated** to the findings of the internal control system weaknesses and regulatory incompliance findings. The results are not in line with the hypothesis but consistent with Nuraeni (2011). The number of local government in district has a much larger proportion than the number of local government in city type. Consequently, it may lead to biases in the research due to a dominance of one of the dummy. Meanwhile, the type of government has **positive and significant** correlation with the level of deviation. This contradicts the results of the audit opinion because if the city has greater probability to get unqualified and qualified opinions, the level of deviation should also be smaller. This inconsistency may be caused by lack of an appropriate measurement of variables dominated by one dummy variable.

4.2.4. Size of Population

a. Effects on Audit Opinion (H_{4a})

As shown in Table 5, the number of population has **positive and significant** correlation with audit opinion, which is also supported by the marginal effects. This is expected because supervision level of central government tends to increase along with the number of the population. With this supervision increases, local governments are encouraged to present better

governments to present financial statements in accordance with the regulations. However, the results indicate that these local government heads only support to present financial statements that are in accordance with regulation and in relation to loss related nominal value, and have not provided sufficient support for the effectiveness of the government's internal control system.

4.2.8. Competences of Audit Team Leader

a. Effects on Audit Opinion (H_{8a})

The test result for hypothesis 8 shows **insignificant** correlation between the competences of audit team leader and the audit opinion. This result contradicts with Efendy (2010) which found that competence has positive and significant effect on the audit quality, viewed from the auditor side. We argued that this result may be caused from imprecise measurement of variable. Data of number of training obtain from BPK does not define its significance in supporting the auditor's competence in auditing financial statements, as required by the standard.

b. Effects on Audit Findings (H_{8b-d})

Competences of audit team leader has **negative and significant** correlation with audit findings in internal control system weaknesses and regulatory incompliance, and is not significantly correlated with the level of deviation (is not in line with the hypothesis). The negative correlation indicates that local government financial statements that are audited by auditor which has more number of trainings will have fewer findings on internal system control weaknesses and regulatory incompliance than the financial statements that are audited by auditor with less training. This may be caused by repeated placement of the same auditor to the same local government therefore the auditors do not feel obliged to conduct intensive audit and thus causing fewer findings. Furthermore, in this study, the auditor competence is only measured by the audit team leader; while auditing is a team work. Therefore, the variable measurement may need to be redefined.

4.2.9. Experiences of Audit Team Leader

a. Effects on Audit Opinion (H_{9a})

Audit team leader experience has **negative and significant** correlation with audit opinion, also consistent with the marginal effect. This may occur because auditors with more working hours have more experience in finding misstatements in financial report. More findings will reduce audit opinion given by the auditors. This result supports the study conducted by Libby (1993) which states that auditor experience will affect the skills to audit.

b. Effects on Audit Findings (H_{9b-d})

Audit team leader experience has **positive and significant** correlation with findings in internal system control weakness and level of deviation, which in line with the hypothesis. Auditors with more working hours will have more experience in finding misstatements in financial statements. Therefore, the findings made by the auditor may increase. This result supports the study conducted by Libby (1993) which states that auditor experience will affect the skills to audit.

4.2.6. Press Visibility

a. Effects on Audit Opinion (H_{6a})

Press visibility has **negative and significant** correlation with audit opinion, which suggests that local governments with higher press visibility have smaller probability to obtain a better audit opinion. Local governments with lower press visibility are more capable in presenting better financial statements, therefore gaining better audit opinions. This result does not fulfill the expectations of the research, which expects a positive relationship between press visibility and audit opinion. This may occur because too strong press will encourage local governments to cover up ongoing issues so it will not be known by public. The results are consistent with the study from Ingram (1984) which found that the power of the press has a negative effect on the disclosure of financial statements.

b. Effects on Audit Findings (H_{6b-d})

Test results conducted on the audit findings yield inconsistent results, where press visibility correlates **positively and significantly** to the findings of the internal control system weaknesses, and correlates **negatively and significantly** with regulatory incompliance findings and no significant correlation with the level of deviation. The research's expectation was to find negative correlation between the press visibility and audit findings, as it shows control of press over the local government that would encourages them to present financial statements that are more comply with current laws and regulations. If the local government did not act in accordance with the regulations, the press will be interested to publish the news. The less consistent results may be caused by the lack of appropriate measurement of variable. Local newspaper data collected from the press council is divided by province. Therefore, we divide local newspaper based on the district/city by certain assumptions.

4.2.7. Support from Head of Local Government

a. Effects on Audit Opinion (H_{7a})

The local governments that are lead (with mayor or vice mayor) by people with economics or accounting education background have greater probability of obtaining better audit opinion. These results are consistent with the study from Patrick (2007) which found that local government administrators who have specialized jobs that requires skill and frequent training, particularly in the areas of financial reporting and accounting, would have a greater incentive to adopt GASB 34 compared to the local government administrators which have low skill and less training.

b. Effects on Audit Findings (H_{7b-d})

The support of local government leader, measured by whether they have economics or accounting education background, has **no significant** correlation with the findings of the internal control system weaknesses, yet correlated **negatively and significantly** (in line with the hypothesis) with the findings of regulatory incompliance and the level of deviation. Local government heads with economic or accounting education background will encourage their

competence of auditors and auditor independence, and (4) some variables measurement are considered imprecise, as seen from the test results that were insignificant; further research is expected to use a more appropriate proxy to measure the independent variables.

This study gives a significant contribution to the local governments in Indonesia to consider improving the quality of financial statements, as well as for BPK to improve their audit quality. Therefore, government agencies should have the bureaucracy to open its research data access so that government agencies can obtain concrete feedback to improve the quality of financial reporting and audit quality.

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4.2.10. Assistance by BPKP

a. Effects on Audit Opinion (H_{10a})

Assistance by BPKP in this study is **negatively and significantly** correlated with audit opinion. In accordance to marginal effects, it is explained that local governments that are assisted by BPKP have greater probability of obtaining adverse and disclaimer opinions. This can happen because BPKP's assistance to the local government does not run effectively, so it does not affect the preparation of the financial statements. Nuraeni (2011) explain that the negative relationship could also because local governments have the freedom to choose assistance in terms of financial management, either with BPKP or with consultants outside BPKP. Negative correlation indicates that the assistance that is done by other consultants can be more effective, therefore local governments can gain better audit opinion. Nuraeni (2011) also explained that there are few local government whose chief of financial bureau are from BPKP. Consequently, these local governments no longer need BPKP's assistance.

b. Effects on Audit Findings (H_{10b-d})

Inconsistent results are found in tests of audit findings. The test results show that assistance by BPKP has **positive and significant** correlation to the findings of the internal control system weaknesses, and **negative and significant** findings of regulatory incompliance, but not correlated to the level of deviation. The test results show that the local governments that have obtained assistance from BPKP have more findings in internal control system weaknesses rather than the local governments who do not receive assistance from BPKP. This would mean that internal control system implemented by the local governments which do not obtain assistance from BPKP proves to be more effective and adequate. This may occur because BPKP's assistance is not specifically aimed at improving the effectiveness of the internal control system, and only to improve the financial management of local government as well as to avoid violation of the regulations. It is also necessary to keep in mind that these results inconsistencies can occur due to local government's ability to make cooperation in the area of financial management, both with BPKP and by consultants besides BPKP, so not all regions use BPKP for assisting them.

5. Research Conclusion and Limitations

The purpose of the study is to analyze factors that influence audit opinions and audit findings of local government financial statements in Indonesia. Overall, the results of this study concluded that factors that have consistently significant effect on the audit opinions and audit findings are administrative age of local government, press visibility, support from head of local government, experiences of audit team leader, and assistance by BPKP. There are limitations faced by the author in conducting this study, which drives some test to show inconsistent results. Among the limitations of this study that may also be used as suggestions for future research are: (1) the use of only 2 years data of local government financial report, which is 2008-2009 therefore further research may use longer periods, (2) limitations of the data related to the characteristics of the auditor, so that further research can add other characteristics such as audit team member's experience and number of trainings directly related to competency building of auditors, (3) the use of only secondary data; further research can complement it with primary data such as questionnaires and interviews to measure variables that are difficult to observe such as the

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