

IMPLEMENTATION OF THE REGIONAL GOVERNMENT ADMINISTRATION REPORT (LPPD) PREPARATION POLICY IN THE REGIONAL SECRETARIAT OF SOUTH LABUHANBATU REGENCY

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Abstract

This study aims to analyze the implementation of the Regional Government Administration Report (Laporan Penyelenggaraan Pemerintahan Daerah/LPPD) preparation policy in the Regional Secretariat of South Labuhanbatu Regency. The study employed a qualitative descriptive method using observation, interviews, and documentation techniques to collect data from informants involved in the LPPD preparation process. The analysis was conducted using the policy implementation theory proposed by George C. Edward III, which emphasizes communication, resources, disposition, and bureaucratic structure as the main determinants of implementation success. The findings reveal that communication among regional agencies generally functioned effectively through coordination meetings and official correspondence, although inconsistencies and delays in data submission were still encountered. Resource limitations, particularly in human resource competencies and supporting facilities, also affected implementation quality. In addition, implementer commitment and bureaucratic coordination significantly influenced the effectiveness of the reporting process. The study concludes that strengthening organizational coordination, improving staff competencies, simplifying administrative procedures, and optimizing digital governance systems are necessary to improve the quality of LPPD preparation and regional government accountability in the future.

Keywords: Accountability, Bureaucratic structure, Communication, LPPD, Policy implementation

INTRODUCTION

Regional government administration in Indonesia is an important part of the implementation of decentralization and regional autonomy as regulated in Law Number 23 of 2014 concerning Regional Government. Regional governments are required to carry out governance effectively, transparently, and accountably through performance reporting mechanisms. One of the mandatory reports that must be prepared by regional governments is the Regional Government Administration Report (Laporan Penyelenggaraan Pemerintahan Daerah/LPPD), which serves as an instrument for evaluating regional government performance and measuring the success of regional autonomy implementation. The LPPD contains information regarding the achievement of governmental affairs, implementation of assistance tasks, and regional performance indicators within one fiscal year. Therefore, the preparation of the LPPD has strategic value because it becomes a reference for the central government in evaluating and fostering regional administration performance (Agustino, 2008). The urgency of preparing the LPPD is increasingly significant because the report is not only an administrative obligation, but also a representation of the accountability of regional governments to the central government and society. The quality of the LPPD affects the results of the Evaluation of Regional Government Administration (EPPD), which can influence regional incentives, awards, and policy direction. However, in practice, the preparation of the LPPD often encounters various obstacles, including weak inter-agency coordination, limited human resources, lack of understanding of technical guidelines, inconsistencies in supporting data, and delays in document submission. These problems indicate that the implementation of LPPD preparation policies has not been fully effective in several regions, including in the Regional Secretariat of South Labuhanbatu Regency. Previous studies conducted by Rumaropen (2022), Mutohsari et al. (2022), and Momuat et al. (2020) also revealed that communication, resources, disposition, and bureaucratic structure are dominant factors influencing the success of LPPD preparation policies.

Based on these conditions, this study aims to analyze the implementation of the Regional Government Administration Report preparation policy in the Regional Secretariat of South Labuhanbatu Regency and to identify the supporting and inhibiting factors in its implementation. This study applies the policy implementation theory of

George Edward III, which emphasizes four important dimensions, namely communication, resources, disposition, and bureaucratic structure. Through this approach, the study is expected to provide solutions and recommendations for improving the quality of LPPD preparation and strengthening regional government governance. In addition, this study contributes theoretically to the development of public policy implementation studies and practically as evaluation material for local governments in improving administrative performance and public accountability (Edward III, 1980).

LITERATURE REVIEW

Policy implementation is an important stage in the public policy process because it determines whether a policy can achieve its intended objectives effectively. According to George C. Edward III, policy implementation refers to the process of translating policy decisions into operational actions carried out by implementing agencies. Edward III emphasized four main variables affecting policy implementation success, namely communication, resources, disposition, and bureaucratic structure. Communication concerns the clarity and consistency of information delivered to policy implementers. Resources include human resources, budget, authority, and supporting facilities needed for implementation. Disposition refers to the commitment and attitudes of implementers toward policy objectives, while bureaucratic structure concerns organizational procedures and coordination mechanisms that support policy execution. Similarly, Van Meter and Carl Van Horn argued that successful implementation depends on policy standards and objectives, communication among organizations, characteristics of implementing agencies, and social, political, and economic conditions. Their framework highlights the importance of coordination and environmental support in ensuring policy effectiveness. Meanwhile, Merilee S. Grindle emphasized that policy implementation is influenced by the content of policy and the context of implementation, including institutional capacity, political interests, and stakeholder involvement. These theoretical perspectives are relevant to understanding the implementation of Regional Government Administration Report (LPPD) preparation policies in local governments.

The Regional Government Administration Report (LPPD) is an annual accountability report submitted by regional governments to the central government regarding the performance of regional administration. The implementation of LPPD preparation is regulated under Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 13 of 2019, and Minister of Home Affairs Regulation Number 18 of 2020. The LPPD serves as an important instrument for evaluating regional government performance and measuring the effectiveness of decentralization policies. In addition, LPPD outcomes influence the Evaluation of Regional Government Administration (EPPD), which can affect regional incentives and governmental assessments. According to previous studies, the implementation of LPPD preparation policies still faces numerous challenges. Common problems include inconsistencies in supporting data, delays in document submission, limited human resource competencies, inadequate coordination among local government agencies, and weak commitment from implementing officials. These challenges indicate that policy implementation in local governance often encounters structural and administrative barriers that reduce reporting effectiveness and accountability.

Several previous studies have discussed the implementation of LPPD preparation policies in different regional contexts. Rumaropen (2022) examined the implementation of LPPD policies in conflict areas in Puncak Regency, Central Papua Province. The study used a qualitative descriptive approach and found that communication problems, limited internet access, insufficient human resources, and unstable security conditions hindered the effectiveness of LPPD preparation. The study also emphasized the importance of technical guidance and staff training in improving reporting quality. Another study conducted by Mutoahsari *et al.* (2022) analyzed the implementation of Minister of Home Affairs Regulation Number 18 of 2020 in Pangkalpinang City Government. The findings revealed that communication between the central and local governments had not been fully optimized, while shortages in human resources and the absence of standard operating procedures (SOPs) also affected implementation quality. Nevertheless, the study highlighted that strong commitment from the regional secretariat and good communication among team members supported policy implementation. Research by Prasetyo and Sedarmayanti (2022) focused on the implementation of LPPD preparation in Sumenep Regency. Their findings showed that leadership commitment, supporting facilities, and staff involvement significantly influenced the preparation process. However, inadequate infrastructure and overlapping reporting systems created inefficiencies. Similarly, research by Momuat *et al.* (2020) in South Minahasa Regency found that ineffective communication, limited resources, lack of coordination, and absence of reward and punishment systems were major barriers to successful LPPD implementation. In addition, Ghofur and Sya'diyah (2023) explored the development of an LPPD information system in Banyuwangi Regency. Their study demonstrated that digital systems could improve

efficiency, transparency, and data management in regional reporting processes. This suggests that technological innovation may play an important role in addressing implementation challenges within regional governments.

Although previous studies have extensively discussed the implementation of LPPD policies, most studies focus primarily on administrative challenges, communication issues, and technical barriers. Many studies also examined implementation using earlier regulatory frameworks, particularly Government Regulation Number 3 of 2007, rather than the updated framework under Minister of Home Affairs Regulation Number 18 of 2020. Furthermore, previous research often concentrated only on technical implementing teams without comprehensively involving broader stakeholders such as regional secretaries, assistant secretaries, and review teams. Another limitation in earlier studies is the lack of emphasis on how organizational commitment and inter-agency collaboration influence the quality of LPPD preparation. While several studies identified coordination problems, few explored how institutional culture, leadership support, and bureaucratic adaptation affect implementation effectiveness. Moreover, limited attention has been given to the role of digital governance and information systems in improving reporting quality and accountability. Therefore, this study seeks to fill these gaps by analyzing the implementation of LPPD preparation policies in the Regional Secretariat of South Labuhanbatu Regency using Edward III's policy implementation framework. This research contributes to the existing literature by providing a more comprehensive analysis of communication, resources, disposition, and bureaucratic structure under the updated regulatory framework. In addition, this study incorporates perspectives from multiple stakeholders involved in the LPPD preparation process, thereby offering broader insights into the challenges and opportunities for improving regional governance accountability.

METHOD

This study employed a qualitative descriptive research method to analyze the implementation of the Regional Government Administration Report (Laporan Penyelenggaraan Pemerintahan Daerah/LPPD) preparation policy in the Regional Secretariat of South Labuhanbatu Regency. The qualitative approach was selected because it enables researchers to understand social phenomena, administrative processes, and policy implementation comprehensively through direct interaction with research subjects. The study focused on identifying the effectiveness of policy implementation based on the policy implementation model proposed by George C. Edward III, which consists of communication, resources, disposition, and bureaucratic structure variables.

The target participants in this study were selected purposively based on their involvement in the LPPD preparation process. Informants included officials and staff within the Regional Secretariat of South Labuhanbatu Regency, particularly those directly involved in government reporting and regional administration. The research subjects consisted of the Head of Government Affairs Division, sub-division staff, operators responsible for LPPD data processing, and representatives from Regional Apparatus Organizations (OPD). The purposive sampling technique was applied to ensure that selected informants possessed sufficient knowledge and experience related to the implementation of LPPD policies.

The materials and tools used in this study included interview guidelines, observation sheets, recording devices, notebooks, and official government documents related to LPPD preparation. Secondary data were obtained from laws, regulations, journals, books, previous studies, and official documents regarding regional government administration. The primary data were collected directly from informants through interviews and field observations. Documentation techniques were also employed to obtain supporting evidence related to reporting mechanisms, Standard Operating Procedures (SOPs), and implementation reports.

Data collection techniques in this study consisted of observation, interviews, and documentation. Observation was conducted to identify the actual conditions of policy implementation within the Regional Secretariat. Semi-structured interviews were used to obtain detailed information from informants regarding communication processes, availability of resources, bureaucratic coordination, and obstacles encountered during LPPD preparation. Documentation techniques were utilized to support the validity of research findings through official archives, regulations, photographs, and administrative reports.

The data analysis technique used in this study followed the interactive analysis model developed by Matthew B. Miles and A. Michael Huberman, which includes data reduction, data presentation, and conclusion drawing. Data reduction was conducted by selecting and simplifying relevant information obtained during the research process. Data presentation involved organizing findings into descriptive narratives and tables to facilitate interpretation. Finally, conclusions were drawn based on patterns, relationships, and interpretations identified from the collected data. To ensure data validity, triangulation techniques were applied by comparing information obtained from

different informants, observations, and documentation sources. The research framework used in this study is based on Edward III's policy implementation model, as illustrated in the following diagram.

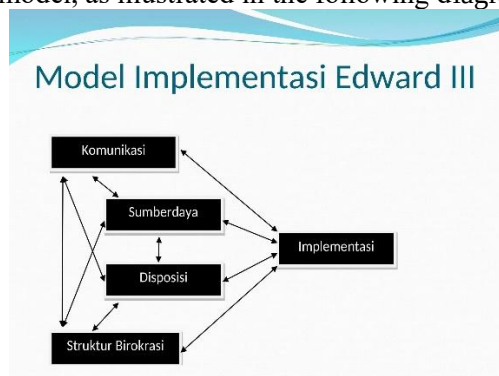


Image 1. Research Framework of Policy Implementation

The variables examined in this study are presented in the following table

Variable	Indicator
Communication	Clarity of information, coordination, consistency of communication
Resources	Human resources, facilities, budget, authority
Disposition	Commitment, responsibility, implementer attitudes
Bureaucratic Structure	SOP implementation, organizational coordination

. Table 1. Research Variables and Indicators

The analysis results obtained from this study are expected to provide recommendations for improving the implementation of LPPD preparation policies and strengthening accountability within regional government administration.

RESULTS AND DISCUSSION

Communication in the Implementation of LPPD Preparation

The results of this study indicate that communication has an important role in the implementation of the Regional Government Administration Report (LPPD) preparation policy in the Regional Secretariat of South Labuhanbatu Regency. Coordination between the Regional Secretariat and Regional Apparatus Organizations (OPD) was carried out through coordination meetings, official correspondence, and online communication media. Information related to reporting schedules, technical guidelines, and performance indicators was generally delivered properly. However, based on field findings, several OPDs still experienced delays in submitting supporting data and differences in interpreting reporting indicators. This condition affected the effectiveness and timeliness of LPPD preparation.

These findings are in line with the theory of George C. Edward III, which states that communication is a major factor influencing policy implementation success. Clear and consistent communication enables implementers to understand policy objectives and technical procedures effectively. Previous research conducted by Momuat et al. (2020) also found that weak coordination and ineffective communication became obstacles in the implementation of LPPD preparation policies.

No	Communication Indicator	Research Findings
1	Clarity of information	Information was generally clear, although differences in interpretation still occurred among OPDs
2	Coordination process	Coordination was conducted through meetings and official correspondence
3	Consistency of communication	Some inconsistencies were found in technical information delivery
4	Timeliness of communication	Delays in supporting data submission still occurred

Table 2. Communication Indicators in LPPD Implementation

Resources and Supporting Facilities

Resources are an important factor influencing the implementation of the LPPD preparation policy. The study found that the Regional Secretariat had established a special implementation team responsible for coordinating LPPD preparation. However, the number of staff with adequate technical competence was still limited. Several staff members experienced difficulties in understanding changes in reporting indicators and data processing procedures. Supporting facilities such as computers, internet access, and administrative infrastructure were available but had not fully supported effective reporting processes.

This finding supports Edward III's implementation theory, which explains that the availability of human resources, facilities, budget, and authority significantly determines implementation success. Research by Prasetyo and Sedarmayanti (2022) also found that limited infrastructure and insufficient staff competency affected the effectiveness of LPPD preparation.

No	Resource Aspect	Condition
1	Human resources	Limited technical competence among staff
2	Facilities and infrastructure	Available but not fully optimal
3	Budget support	Adequate for operational implementation
4	Authority	Clear division of duties among implementation teams

Table 3. Resources Supporting LPPD Preparation

Disposition and Commitment of Implementers

The disposition or attitude of implementers also influenced the implementation process of the LPPD preparation policy. The findings revealed that most implementers showed positive attitudes and strong commitment in carrying out their responsibilities. Staff understood that the LPPD was an important form of regional accountability to the central government. However, differences in commitment levels among OPDs and overlapping workloads sometimes affected the completeness and accuracy of reporting data.

According to Edward III, disposition refers to the commitment and willingness of implementers in carrying out policy objectives. A positive attitude and strong commitment from implementers contribute significantly to policy implementation success. These findings are consistent with the study conducted by Mutoahsari et al. (2022), which emphasized the importance of leadership commitment and staff responsibility in improving LPPD preparation quality.

No	Disposition Indicator	Research Findings
1	Staff commitment	Generally strong and supportive
2	Responsibility	Implementers understood their duties well
3	Staff discipline	Some delays still occurred
4	Work motivation	Influenced by workload and coordination effectiveness

Table 4. Disposition of Policy Implementers

Bureaucratic Structure and Coordination Mechanism

The bureaucratic structure within the Regional Secretariat generally supported the implementation of the LPPD preparation policy. Standard Operating Procedures (SOPs) and coordination mechanisms had been established to guide the reporting process. Coordination between the Regional Secretariat and OPDs was carried out periodically to monitor reporting progress and evaluate data completeness. Nevertheless, several bureaucratic procedures were considered too complex and time-consuming, causing delays in verification and report consolidation processes.

These findings are consistent with Edward III's theory, which explains that bureaucratic structure affects implementation through organizational procedures and coordination systems. Excessively long bureaucratic structures can reduce administrative efficiency and weaken policy effectiveness. Similar findings were also identified by Rumaropen (2022), who found that bureaucratic complexity and coordination problems became obstacles in implementing LPPD policies.

No	Bureaucratic Aspect	Research Findings
1	SOP implementation	Implemented according to regulations
2	Coordination mechanism	Conducted periodically
3	Organizational structure	Clear division of responsibilities

4	Administrative procedures	Relatively complex and time-consuming
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Table 5. Bureaucratic Structure in LPPD Implementation

Discussion of Research Findings

Overall, the implementation of the LPPD preparation policy in the Regional Secretariat of South Labuhanbatu Regency has been implemented relatively well, although several obstacles still affect implementation effectiveness. Communication among agencies has generally functioned effectively, but inconsistencies and delays in data submission remain challenges. Resource limitations, particularly regarding technical competency and supporting facilities, also influence implementation quality. Furthermore, implementer commitment and bureaucratic coordination significantly determine the success of the reporting process.

The findings of this study strengthen Edward III's policy implementation theory, especially regarding the importance of communication, resources, disposition, and bureaucratic structure in determining policy implementation success. In addition, this study demonstrates that organizational commitment, inter-agency coordination, and administrative adaptation are essential factors in improving regional government accountability and the quality of LPPD preparation.

CONCLUSION

Based on the results and discussion, it can be concluded that the implementation of the Regional Government Administration Report (LPPD) preparation policy in the Regional Secretariat of South Labuhanbatu Regency has generally been carried out effectively, although several obstacles still affect the implementation process. Communication among the Regional Secretariat and Regional Apparatus Organizations (OPD) has been implemented through coordination meetings, official correspondence, and technical guidance. However, inconsistencies in information delivery and delays in data submission still occurred in several OPDs. In terms of resources, the availability of implementation teams, facilities, and budget support has assisted the reporting process, although limitations in human resource competencies and supporting infrastructure remain challenges in preparing the LPPD effectively and accurately.

Furthermore, the disposition or commitment of implementers showed relatively positive results, where most staff demonstrated responsibility and commitment in carrying out reporting duties. Nevertheless, overlapping workloads and differences in commitment levels among agencies affected the completeness and timeliness of reporting data. In addition, the bureaucratic structure and coordination mechanisms generally supported policy implementation through the application of Standard Operating Procedures (SOPs) and periodic evaluations. However, several administrative procedures were still considered complicated and time-consuming, reducing the efficiency of the reporting process. These findings strengthen the policy implementation theory proposed by George C. Edward III, which emphasizes the importance of communication, resources, disposition, and bureaucratic structure in determining policy implementation success.

This study also shows that improving organizational coordination, strengthening staff competencies, and optimizing digital governance systems are important steps to improve the quality of LPPD preparation and regional government accountability. Therefore, future development plans should focus on enhancing technical training programs, strengthening inter-agency coordination, simplifying bureaucratic procedures, and implementing integrated information systems to support more effective and efficient reporting processes. These improvements are expected to enhance the quality of regional government administration and support the realization of transparent, accountable, and professional public governance.

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