

Management Evaluation of Regional Government Implementation Report (LPPD) in Waropen Regency, Papua Province in 2022

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Abstract

This study aims to evaluate the management of the preparation of the Regional Government Implementation Report in Waropen Regency, Papua Province in 2022. This research uses descriptive qualitative method. The data collection techniques used are observation, interviews, and literature studies. Local governments have special rights and authorities to regulate and manage their own government affairs in the regions through the principles of regional autonomy and assistance tasks given by the central government. Local governments need to report on governance based on the Regional Development Work Plan (RKPD). The results of the study stated that the lack of communication and coordination between the leaders of the Regional Apparatus Organization (OPD) and the Regional Secretariat caused a lack of synchronization in the context of collecting data and information on Key Performance Indicators (KPI) between performance and reality in the field of public services. The low accountability of human resources that led to the results of PAD in 2022 which contributed 0.46% of the total realization of regional revenue.

Abstract

Penelitian ini bertujuan untuk mengevaluasi manajemen penyusunan Laporan Penyelenggaraan Pemerintahan Daerah di Kabupaten Waropen Provinsi Papua tahun 2022. Penelitian ini menggunakan metode Kualitatif deskriptif. Teknik pengumpulan data yang digunakan yaitu observasi, wawancara, dan studi kepustakaan. Pemerintah daerah memiliki hak dan kewenangan khusus untuk mengatur dan mengurus sendiri urusan-urusan pemerintahan yang ada di daerah melalui asas otonomi daerah dan tugas pembantuan yang diberikan oleh pemerintah pusat. Pemerintah daerah perlu melaporkan penyelenggaraan pemerintahan berdasarkan Rencana Kerja Pembangunan Daerah (RKPD). Hasil penelitian menyatakan bahwa kurangnya komunikasi dan koordinasi antara pimpinan Organisasi Perangkat Daerah (OPD) dan Sekretariat Daerah menyebabkan kurang sinkronisasi dalam rangka pengumpulan data dan informasi terhadap Indikator Kinerja Kunci (IKK) antara kinerja dan realita di lapangan pelayanan publik. Rendahnya akuntabilitas SDM yang menyebabkan hasil PAD tahun 2022 yang berkontribusi 0,46% dari total realisasi Pendapatan daerah.

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1. INTRODUCTION

Based on (Law Number 23 of 2014 concerning Regional Government n.d.) that Regional Autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own Government Affairs and the interests of local communities in the system of the Unitary State of the Republic of Indonesia. Philosophically, the implementation of regional autonomy is a form of recognition by the central government of the independence of the community and district and city governments. Therefore, the ultimate target of implementing regional autonomy is to empower the community and regional government and bring government services closer to the community. With regional autonomy, financial management is completely held by the regional government. The need for bureaucratic structuring is the main thing that must be improved in order to achieve development. According to (Moenek and Suwanda 2019) the key to successful development and governance in the era of globalization is carrying out effective and efficient management in

accordance with applicable laws and regulations. Management is the science and art of managing the process of utilizing human resources and other resources effectively and efficiently to achieve a certain goal. (Hasibuan 2005, 1).

Management, namely, (1) economic performance (very efficient in operational costs), (2) directing people (making people want to work) (3) decision making (taking and implementing decisions on various aspects), and (4) functions (various functions such as planning, organizing, staffing, directing and controlling which must be carried out by a manager (Rudani 2020).

Regional governments are required to submit Regional Government Implementation Reports (LPPD) to the central government, Accountability Information Reports (LKPI) to the DPRD, and Summary Regional Government Implementation Reports (RLPPD) to the public via mass media which are submitted no later than 3 (three) months after the fiscal year end. Further in (Government Regulation Number 13 of 2019 concerning Reports and Evaluation of Reports on the Implementation of Regional Government nd) and (Regulation of the Minister of Home Affairs number 18 of 2020 concerning Implementing Regulations of Government Regulation Number 13 of 2019 concerning Reports and Evaluation of the Implementation of Regional Government nd) explain in detail comprehensive matters that must be reported in the Regional Government Implementation Report in question. Regional Government Implementation Reports are very important as material for evaluation, guidance and control of regional government administration. The report includes 24 mandatory matters and 8 optional matters which are described later into 132 Key Performance Indicators (IKK) which are benchmark indicators for the success of regional governments in administering regional government.

Management uses evaluations for general human resource decisions. Performance evaluation can be used as a criterion for measuring regional government administration reports. Evaluation also fulfills the purpose of providing feedback to employees regarding how the organization views their performance as employees. Evaluation as a form of research, distinguishes between evaluation using logic (common sense) and evaluative research which uses scientific research methods and techniques. (Suchman 1967). It is felt that the process of preparing the regional government administration report in Waropen Regency has not been optimal, this is related to work management during the preparation of the Regional Government Administration Report. Several things that become obstacles during the preparation of the report include changes in regulations which result in changes to the Key Performance Indicators (IKK) in each matter; then the Regional Apparatus Organizations (OPD) which are in charge of affairs tend to be slow in submitting data supporting key performance indicators; There are even some Regional Apparatus Organizations that do not submit or collect supporting data resulting in incomplete Regional Government Implementation Reports which then have an impact on measuring the performance of regional government administration.

Meanwhile, Mary Parker Follet in (Susan 2019, 953) explains that management is the art of carrying out work through other people (The art of getting done through people), a manager in achieving organizational goals involves other people to carry out various tasks that have been arranged by the manager. Therefore, the skills possessed by a manager need to be developed both through assessment and training. Because management is seen as an art, a manager/leader needs to know and master the art of leading which is closely related to the right leadership style and can be applied in various situations and conditions.

Performance evaluation needs to be carried out to provide an assessment of the work results or work achievements obtained by the organization, team or individual. Based on the observations of researchers who served as the Waropen Regency LPPD Drafting Team in 2022 and the quality of data submitted by each OPD to the Drafting Team, the limited

number of competent human resources to help carry out the main tasks and functions of each supporting OPD meant that many OPDs still did not understand Key Performance Indicators which are mandatory for OPD to report and submit supporting data to the drafting team. This is what has had the biggest impact on the less-than-optimal preparation of the Regional Government Implementation Report in Waropen Regency. Apart from that, there is a lack of socialization regarding the Regional Government Implementation Report. This is because there is no budget allocated for socialization or coaching for OPD administrators to be able to properly understand the supporting data that must be submitted as material for preparing the LPPD.

Based on the background description above, researchers conducted research entitled: Management Evaluation of the 2022 Regional Government Implementation Report (LPPD) in Waropen Regency, Papua Province.

2. RESEARCH METHOD

This thesis research uses a descriptive qualitative design. (Bungin 2017, 68) states that the aim of descriptive qualitative design is to describe, summarize conditions, situations or various phenomena of social reality that are the object of research, and attempt to draw that reality to the surface as a characteristic, character, nature or description of the research phenomenon. Qualitative research is research that aims to understand the phenomena experienced by research subjects in a special, natural context and by utilizing various natural methods. (Tohirin 2016, 3). Qualitative research requires guidance in the preparation of substantive theories based on data that seeks to understand or interpret the meanings that other people have about the world rather than starting their research with theory, researchers create or develop a particular theory or meaning inductively. Preparing a research design is a research planning stage that is arranged logically and is able to visualize the research plan and process practically.

In the qualitative research proposed by the two experts above, it appears that the purpose of the qualitative research approach is to adapt to the characteristics of the research object in which the researcher is directly involved (participant observation), to carry out a comprehensive interpretation of all phenomena and symptoms that appear related to the research object. All data from the research results were carried out in-depth descriptive analysis to understand the meaning and factual understanding (*verstehen*) of the actual empirical conditions with various empirical variations of the research object

Data analysis is the process of systematically searching for and organizing interview transcripts, field notes and other materials that have been obtained by researchers. According to (Bogdan and Biklen, 1998: 51-52) in (Haris 2017) analysis activities are carried out by reviewing data, arranging, dividing it into manageable units, synthesizing, looking for patterns, finding what is meaningful from what is researched, carried out systematically. Data processing is carried out continuously from the time the author understands the data until all the data is collected. Each data obtained from field notes is then reduced, grouped, analyzed and interpreted into discussion.

The scope of the analysis can be explained as follows: (1) Existing conditions and problems (existing conditions) related to LPPD management in 2022; (2) Efforts to overcome obstacles in preparing the 2022 LPPD; (3) Suggestions and strategies for achieving targets (recommendations). Further analysis is carried out in the following stages: (1) Information presentation stage, which is the stage of describing the data presented in the form of an integrated description, taken from field notes and LPPD; (2) The comparative analysis stage is the process of analyzing the entire data which is studied from perspective, and then directed towards interpreting the data as a guide to formulating research conclusions.

3. RESEARCH RESULTS AND DISCUSSION

Evaluation of Regional Government Administration Report Management (LPPD)

In order to realize the implementation of regional autonomy based on (Law Number 23 of 2014 concerning Regional Government) as well as creating a government that is clean, responsible, and able to respond to demands for change effectively and efficiently in accordance with the principles of good governance, regional heads are required to report on the administration of regional government, which includes LPPD, LKPJ, and RLPPD. Regional Government Implementation Performance is a result that is measured starting from input, process, output and benefits and impacts. Meanwhile, the Evaluation of the Regional Government Administration Report (LPPD) is a process of collecting and analyzing data carried out systematically on the performance results of regional government administration using a performance measurement system that is seen from 5 aspects, namely technical policies, compliance with regulations, regional institutional arrangements, regional personnel management, and regional development planning.

Summary of the Regional Government Administration Report, hereinafter abbreviated as RLPPD, is information submitted by the regional government to the public which contains the performance achievements of regional government administration for 1 (one) fiscal year. In the era of globalization and the era of information openness, information has become a basic need in the administration of government to encourage public participation in expressing opinions and freedom of association as well as the capacity to participate. In the context of implementing the provisions of Article 69 paragraph (1) (Law Number 23 of 2014 concerning Regional Government) regarding the obligation of Regional Heads to submit a Summary Report on the Implementation of Regional Government (RLPPD). Until now the Regional Secretariat has not been able to convey the RLPPD to the public. This is due to the topography of Waropen Regency which results in limited internet access or community communication coverage. The Regional Secretariat has never published the RLPPD. Head of Government Affairs, Mrs. Michael who was interviewed on November 14 2023 said that:

"Currently the RLPPD cannot be published via the website. It takes time and preparation, especially human resources, in publishing the RLPPD"

Central-regional relations in the government system are absolutely implemented based on the principle of deconcentrating where the central government delegates some government affairs which are the authority of the Central Government to the governor as the representative of the central government, to vertical agencies in certain regions and/or to the governor and regent/mayor as the person in charge general government affairs, whereupon the government at the regional level is accountable for its duties and authority to the central government. Regional government exists because of a decentralized system, without this system autonomy and autonomous regions would not be able to exist. In government management, this relationship is emphasized on duties, functions and responsibilities.

The results of research from both secondary and primary data show that the implementation of the evaluation of the governance of Waropen Regency has been carried out well in terms of communication, resources, position and bureaucratic structure, although it has not been optimal. The performance of regional apparatus organizations in Waropen Regency has been going well as seen from their responsiveness, ability to carry out the mission and goals of the organization, carrying out public organization activities in accordance with correct administrative principles in accordance with policy and referring to the policies and organizational activities that are expected from the community. in the form of assessments from people's representatives and the community.

The preparation of this LPPD is equipped with outcome Key Performance Indicators (IKK) and the output Key Performance Indicators (IKK) are described as regulated in (Government Regulation (PP) Number 13 of 2019 concerning Reports and Evaluation of Regional Government Implementation). This report describes the performance of affairs handled by the regional government by filling in the Key Performance Indicators for each matter. Regional governments must fill in the realization of the achievements of each of the indicators that have been determined. The best performance of each regional government is not determined based on standards, but rather through a comparison process between regional governments.

Based on the implementation of Article 18 (1945 Constitution), and (Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 18 of 2020 concerning Implementing Regulations of Government Regulation Number 13 of 2019 concerning Reports and Evaluation of Regional Government Implementation) The Waropen Regency Government is obliged to prepare and submit a report on the implementation of its regional government LPPD which is submitted as material for evaluation and guidance on the implementation of Regional Government by the Central Government as mandated (Law Number 23 of 2014 concerning Regional Government) which aims to improve community welfare, improve the quality of public services and increase regional competitiveness through the performance of regional government administration based on the general principles of good local governance.

Table 1
Waropen Regency Macro Performance Achievements in 2022

No	Performance Indicators Macro	Achievements Performance Year 2021	Achievements Performance Year 2022	Information
1	2	3	4	5
1	Index Development Human (IPM)	65.10	65.67	
2	Number Poverty (Thousand/person)	9.69	10.02	
3	Number Unemployment (%)	8.56	6.64	
4	Growth Economy (%)	1.35	4.72	
5	Income per capita (Million rupiah)	61.52	66.11	GRDP on the Basis of Prices Valid
6	Inequality Income (Gini Ratio)	0.405	0.395	

Judging from the results of the submission of reports, the implementation of the Regional Government of Waropen Regency has been carried out with the title of success. This can be seen from the assessment predicate achievements of 30 (thirty) strategic targets whose achievement has been measured using 77 (seventy-seven) performance indicators as

described in the table above, so it is known that the average performance achievement of Strategic Targets reached 77.25 % with the predicate Success.

In the context of implementing regional autonomy, the Government provides guidance and supervision to all regional governments through a well-integrated mechanism so that they can be held accountable. In line with that, Article 1 paragraph 6(Law Number 23 of 2014 concerning Regional Government)states: "Regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and the interests of local communities within the system of the Unitary State of the Republic of Indonesia. Based on regional authority rights, regions have the authority to make their own regulations in accordance with development and diversityareaAlone".

This evaluation mechanism is useful for determining capacity gaps between autonomous regions from system, institutional and human resource aspects in order to support the implementation of mandatory and optional affairs. However, in this research only the LPPD program is discussed, because of the four mechanisms that have only been implemented by the Government, it is the LPPD program. Furthermore, the LPPD mechanism is regulated within(Government Regulation (PP) Number 13 of 2019 concerning Reports and Evaluation of Regional Government Implementation). LPPD, LKPJ, RLPPD, and EPPD are structured based on the principles of: transparency; accountability; accuracy; and objective.

Research Findings

Evaluation of Future Insights (Visionary) in Submitting Regional Government Implementation Reports (LPPD) in Waropen Regency

The Regional Government Implementation Report (LPPD) is a mandatory report by the regional head as stated in Article 69(Law Number 23 of 2014 concerning Regional Government), which the Regent will convey to the Minister of Home Affairs. The development vision for Waropen Regency that we want to realize in the 2021-2025 period is to realize the development of a united, independent and prosperous Waropen community. In this case, there must be synchronization of the development planning and budgeting system with the regulations governing the regional government administration system.

In supporting the implementation of real, broad and responsible regional autonomy, the authority is given to regions to utilize their own financial resources and is supported by financial balance between the central government and regional governments. Implementation of minimum service standards (SPM); Basic services; Public peace and order services. In carrying out the evaluation, based on article 3(Government Regulation (PP) Number 13 of 2019 concerning Reports and Evaluation of Regional Government Implementation), it is explained that the evaluation in question is carried out based on the principles:

- a. Transparency, namely the existence of an open policy for supervision in the decision-making process and actions regarding regional management carried out with clear, accurate and effective communication in order to maintain a climate of openness in the administration of regional government;
- b. Accountability, that is the basis of the government administration process carried out by government officials to be accountable for their actions and performance to the community and regional secretariat institutions to explain the accountability that will be carried out and the reality of its implementation and its impact;
- c. Accuracy, namely carried out using the same performance measurement system and key performance indicators for all regions;
- d. Objective, namely carried out using a standardized performance measurement system that does not give rise to multiple interpretations;

The LPPD which has been prepared based on the above principles is assessed by the National Team for Evaluation of the Implementation of Regional Government (EPPD), namely the Ministry of Home Affairs (Kemendagri) and evaluated by Bureau of Governance and Special Autonomy (OTKSUS) Regional Secretariat of Papua Province. Waropen Regency regional development planning for 2022 refers to the Regional Medium Term Development Plan (RPJMD) for 2021-2025. First, improving services and fostering harmonious religious life. Second, creating superior and moral human resources. Third, improving the regional economy that is competitive, sustainable and based on a people's economy to fulfill the basic needs of the Waropen community. Fourth, increase the equitable development of basic infrastructure as the lifeblood of regional development. Fifth, increasing the fulfillment of the basic rights of the Waropen indigenous people. Sixth, increasing the ability to provide excellent public services to the community.

The Waropen Regency Government in the 2022 fiscal year through the APBD determined a revenue budget allocation of IDR 948,405,760,857.00 consisting of Original Regional Income, Balancing Funds and other legitimate regional income. The overall realization of this income was IDR 916,240,104,387.00. More details can be seen in table 4.4. Realization of local original income is as follows:

Table 2
Realization of Regional Original Income for FY 2022

Description	Budget	Realization	%
Income	948,405,760,857.00	916,240,104,387.00	96.61%
PAD	4,925,202,341.00	4,225,757,873.00	85.80%
Local tax	1,770,000,000.00	596,795,899.00	33.72%
Regional Levy	230,000,000.00	0.00	0.00
Results of Regional Wealth Management	2,300,202,341.00	2,300,202,341.00	100%
Other Legitimate PAD	625,000,000.00	1,328,759,633.00	212.60%
Balancing Fund	943,480,558,516.00	912,014,346,514.00	96.66%
Tax DBH	10,134,755,000.00	11,101,590,666.00	109.54%
DBH is not tax	93,372,640,516.00	82,274,528,701.00	88.11%
DAU	522,616,999,000.00	522,445,927,000.00	99.97%
DAK	102,104,815,000.00	73,203,524,445.00	71.69%
Other Central Government Transfer Income	206,251,349,000.00	203,934,329,000.00	98.88%
Special Autonomy Fund	117,122,101,000.00	117,122,101,000.00	100%
Incentive Fund	4,634,040,000.00	2,317,020,000.00	50.00%
Village Fund	84,495,208,000.00	84,495,208,000.00	100.00%
Other Legitimate Regional Income	0.00	0.00	0.00
Provincial Financial Assistance	9,000,000,000.00	19,054,446,702.00	211.72%
Grant Income	0.00	0.00	0.00

Source: BPKAD Waropen Regency, Papua Province (2023)

Based on the data above, the realization of Regional Original Income is Rp. 4,225,757,873.00 or has a contribution of 0.46% of the total realization of Regional Income of Rp. 916,240,104,387.00. In the 2021 Fiscal Year, the contribution of Original Regional Income to Regional Income is 0.95%. This decline occurred due to the limited human resources (HR) of competent officials, low accountability in human resources,

accountability in submitting reports ultimately led to the non-realization of the work plans that had been determined. In addition, the work report of each SKPD regarding the annual work plan and discussions carried out is a form of implementing performance monitoring in the aspect of decreased accountability. To overcome this, currently the Regional Secretariat of Waropen Regency, through the Regional Secretary, is encouraging regional government financial reports (LKPD) based on BPK audit results to at least reach Fair With Exceptions (WDP) before reaching Fair Without Exceptions (WTP). This is reinforced by the statement by the Regional Secretary of Waropen Regency, Mr. Jaelani:

"We are trying to improve the quality of regional financial management in Waropen Regency. By increasing the human resources capacity of financial managers in each OPD so that the financial reports in each OPD can be in accordance with applicable statutory provisions. "Furthermore, we will continue to improve coordination and synergy between regional governments and institutions such as BPK, BPKP and district inspectorates to provide input so that financial management in Waropen Regency can run well."

For Expenditures and Transfers, the Waropen Regency Government allocated a budget of IDR 1,032,405,760,857.00 consisting of Operational Expenditures, Capital Expenditures, and Unexpected Expenditures and Financial Assistance Transfers. The overall realization of spending and transfers was IDR 852,199,206,457.00 which can be seen in the details of the following table.

Table 3
Realization of employee expenditure in 2022

Description	Budget	Realization	%
Shopping and Transfers	1,032,405,760,857.00	852,199,206,457.00	82.54%
Operational Expenditures	724,928,573,618.00	690,071,618,749.00	95.19%
LRA-Employee Expenditures	222,779,244,506.00	197,773,769,899.00	88.78%
Shopping for Goods and Services-LRA	351,180,751,993.00	313,382,398,086.00	89.24%
Flower Shopping-LRA	7,605,000,000.00	4,629,790,156.00	60.88%
LRA-Subsidized Expenditures	9,170,000,000.00	6,740,500,000.00	73.51%
LRA-Grant Shopping	118,989,577,119.00	117,140,466,608.00	98.45%
Social Assistance Expenditure-LRA	15,204,000,000.00	10,204,000,000.00	67.11%
Capital Expenditures	170,180,186,491.00	114,426,893,708.00	67.24%
Land Capital Expenditures	3,250,000,000.00	3,497,125,000.00	107.60%
Capital Expenditures on Machine Equipment	61,707,726,700.00	44,513,099,000.00	72.14%
Building and Building Capital Expenditures	41,525,921,095.00	31,995,495,011.00	77.05%
Capital Expenditure for Roads, Irrigation and Networks	61,716,267,696.00	33,611,703,697.00	54.46%
Other Fixed Asset Capital Expenditures	1,980,271,000.00	809,471,000.00	40.88%
Unexpected Shopping	13,129,792,748.00	7,500,000,000.00	57.12%
Unexpected Shopping	13,129,792,748.00	-	0.00%

Transfer	124,167,208,000.00	40,200,694,000.00	0.00%
Financial Aid Transfer	124,167,208,000.00	40,200,694,000.00	32.38%

Source: BPKAD Waropen Regency (2022)

Based on the data above, it can be seen that the realization of Employee Expenditures in the 2022 Fiscal Year is IDR 197,773,769,899.00 or 0.23% of the total realization of expenditure and transfers of IDR 852,199,206,457.00. The realization of Land Capital Expenditure which exceeds the ceiling or 107.60% is due to the realization of land purchases which were not taken into account in the preparation of changes to the regional income and expenditure budget for the 2021 fiscal year. The realization of Capital Expenditure for the 2022 fiscal year is IDR 114,426,893,708.00 or 13.42% of total expenditure and transfer realization.

4. CONCLUSION

Based on the discussion, it was concluded that the Waropen Regency LPPD preparation had not been effective even though it had been guided by Minister of Home Affairs Regulation Number 18 of 2020 concerning Implementing Regulations of Government Regulation Number 13 of 2019 concerning Reports and Evaluation of Regional Government Implementation. It turned out that the working group for preparing the LPPD that had been appointed by the Regent had a misunderstanding that the Regional Secretary of Waropen Regency should be the Team Leader while the Head of the Government Department was in charge. This is contrary to Article 4 paragraph (3) of Minister of Home Affairs Regulation No. 18 of 2020 concerning Reports on the Implementation of Regional Government. The membership composition and details of the tasks of the preparation team and working group for the preparation of LPPD, LKPJ and RLPPD within the district/city regional government are determined by the decision of the regent/mayor. with the district/city regional secretary as head of the drafting team.

The inhibiting factors are political obstacles related to KKN, administrative obstacles, socio-cultural obstacles, and the absence of regulations regarding rewards and punishment for success in preparing the LPPD. Regional officials are not yet committed to supporting good governance in the benefits of preparing the LPPD. The lack of communication and coordination between the OPD leadership and the Regional Secretariat has resulted in a lack of synchronization in the context of collecting data and information on Key Performance Indicators (IKK) between performance and reality in the public service field.

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