Effectiveness of MCP in Overseeing Government's Internal Supervision: A Case Study of Riau's Local Governments

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Abstract

The purpose of this study is to evaluate the implementation of the Monitoring Center for Prevention (MCP) of the Corruption Eradication Commission in the supervision area of the Government Internal Supervision Apparatus (APIP) in the Riau Province area for the 2021 period, as well as input on strategies for improvement. The method used is a qualitative descriptive case study. Data processing is carried out through document analysis and interviews with regional inspectors in the Riau Province area. This study used the George Edward III model approach as an evaluation criterion. Four factors influence the successful implementation of policies/programs, namely communication, resources, disposition (disposition or attitude), and bureaucratic structure. The results of the 2021 MCP evaluation in the Riau Province area in the APIP area have been running with a score of 71%. The MCP improvement strategy needs to emphasize APIP competence and the independence of regional inspectorates. To strengthen the role of APIP, it is necessary to prepare special regulations related to the independence of the inspectorate in the regions that are MCP indicators / sub-indicators in the APIP area. The anomaly of corruption cases with MCP monitoring at the APIP level that is already running is still one of the elements of control activities, so there are many other factors to increase the MCP APIP area in efforts to eradicate corruption.

Keywords: *Apparatus, APIP, Monitoring center for prevention (MCP), Supervision*

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1. Introduction

There are three approaches to the eradication of corruption, namely deterrence, prevention, and education. The three-pronged approach[1] aims to avoid corruption, not to be able to collapse, and not to dare to corrupt. Effective corruption enforcement is considered important in creating deterrence because it shows the political will of the head of state, makes other corruptors wary, and becomes public learning. To run effectively, these efforts are not only repressive but there must also be preventive efforts. There needs to be a synergy between repressive and preventive efforts. The mission of an unsuccessful organization will fail if only to carry out repressive measures in the absence of preventive measures [1].

Therefore, the KPK carries out its duties in coordination with agencies authorized to carry out the eradication of corruption crimes and agencies in charge of carrying out public services[2] through the Monitoring Center for Prevention (MCP) as one of the instruments used to strengthen corruption prevention efforts in the regions. In developing the MCP, the KPK collaborates in coordination with the Ministry of Home Affairs, the Financial and Development Supervision Agency, the Ministry of State Apparatus Empowerment and Bureaucratic Reform, and other relevant Ministries/Institutions. Within the MCP there are area indicators of the Government’s Internal Supervision Apparatus (APIP) to strengthen and empower APIP for the effectiveness of efforts to prevent and eradicate corruption [2].

The implementation of corruption prevention in local governments through MCP since 2016 in areas where there are repeated corruption crimes, one of which is the Riau region where regional heads were exposed to hand-catching operations three years in a row from 2013 – 2015. The regional inspectorate as the Government Internal Supervision Officer (APIP) which carries out internal supervision in local governments is expected to be able to carry out its role effectively by providing early warnings to prevent and overcome corruption. Therefore, APIP in local governments needs to be supported in terms of budget, human resources, and independence/authority so that the goal is achieved in creating more independent, effective, & optimal supervision. Therefore, this study will evaluate the implementation of MCP in the APIP area for the 2021 period in the Riau region and input on its improvement strategy with the George Edward III model approach. 4 (four) factors influence the success of policy/program implementation, namely communication, resources, bureaucratic structure, and disposition (disposition or attitude) [3].

2. Theoretical Review

The National Strategy for Corruption Prevention (Stranas PK) prioritizes strengthening APIP's independence and institutions as one of the efforts to eradicate corruption in Indonesia. Strengthening APIP is necessary for the effectiveness of efforts to prevent and eradicate corruption, strengthen the Government Internal Control System (SPIP), and achieve the RPJMN target, namely that all APIPs have been positioned with level 3 (three) capabilities by the end of 2019. The KPK conveyed recommendations for strengthening APIP to the President of the Republic of Indonesia with letter number B-4324/01-16/07/2017 concerning strengthening APIP which includes three main aspects: Institutional aspects – strengthening the independence of APIPs; Budget aspects – ensuring the adequacy of budget availability for the implementation of supervisory activities; and HR aspects both from the number and technical competence of APIP [4].

APIP's commitment to institutional aspects and independency of APIP independence is encouraged by the Central Government with the issuance of Government Regulation Number 72 of 2019 concerning amendments to PP 18/2016 concerning Regional Devices as a follow-up to the 2017 KPK letter concerning APIP strengthening. In terms of strengthening the budget aspect, to guarantee the availability of a sufficient budget for the implementation of supervisory activities by APIP, the Ministry of Home Affairs and/or the Ministry of Finance will issue regulations regarding the obligations of the government & ministries/agencies to budget a certain percentage of the value of the APBD/APBN per year [5]. This percentage is inversely proportional to local governments that are classified as rich (% small) and poor (% large). It is expected that with the amount of guarantee for the annual budget allocation, APIP can more broadly carry out its supervisory function. Regarding recommendations on strengthening APIP on the budget aspect, it is followed up with arrangements on guidelines for the preparation of the Regional Budget issued annually by the Ministry of Home Affairs (Kemendagri) [6]. Meanwhile, strengthening APIP in the aspect of human resources, considering the vital duties and functions, as well as APIP's responsibilities in efforts to prevent corruption and the implementation of coaching and supervision, is an absolute prerequisite for the fulfillment of the adequacy of human resources both in terms of number and technical competence. To meet the functional needs of auditors, two institutions, namely the State Financial Polytechnic Institution, State College of Accountancy (PKN STAN) & the Institute of Domestic Government (IPDN) are ready to allocate graduates to strengthen the adequacy of the functional number of supervisors in local governments [7].

According to experts, there are many implementation models, including the policy/program model of George Edward III (1980). George Edward III in Riant Nugroho (2006: 40) suggests paying attention to the main issues for policy implementation to be effective, namely communication, resources, disposition or attitude, and bureaucratic structures [8].

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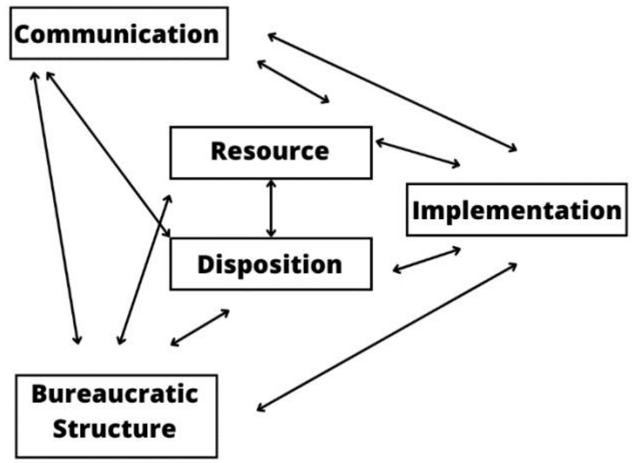

Figure 1. Edward III implementation model

Communication is the process of conveying communicator information to the communicant. Information about policies/programs needs to be conveyed to policy/program implementers to know what must be prepared and done to implement the policy/program so that the goals and objectives of the program can be achieved as expected. Communication has several dimensions, including transmission, clarity, & consistency [9].

Resource factors have an important role in the implementation of policies/programs. Human resources are one of the factors that determine the successful implementation of policies/programs. Perhaps the most essential resource in implementing policies/programs is the staff. Implementation will not be effective, if the person responsible for implementing the policy/program lacks the resources to do effective work even though the policy/program is clear, consistent, and accurately. In the conclusion of the study Edward III (1980) stated that the limited budget available caused the quality of services that should be provided to the community to also be limited. Also, the limited incentives given to implementors are the main cause of the failure of policy/program implementation.

The definition of disposition is "the will, desire, and tendency of policy/program implementers to implement the policy/program seriously so that what is the policy/program objective can be achieved/realized."

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Although the sources for implementing a policy/program are sufficient and the implementers understand what and how to implement it and have the willingness to implement it, Edward III stated that "implementation of the policy/program may still not be effective enough due to the inefficiency of the bureaucratic structure." Edward III said in Widodo (2010: 106) that this bureaucratic structure includes aspects such as bureaucratic structure, division of authority, relations between organization units, and so on [10].

3. Research Methods

The research used case studies as a research strategy because they can answer more in-depth research questions related to the Government's Internal Supervision Apparatus (APIP). The research began by compiling questions related to strengthening the functions and authorities of APIP in local governments. To answer this research question, data analysis and interviews involving regional inspectorates in the Riau Province were conducted. Using the George Edward III model based on theoretical studies, there are four components outlined, namely communication, resources, disposition, and bureaucracy. The flow of research implementation in the four components above illustrates the actual conditions of MCP implementation in APIP areas in Riau Province and Regencies/Cities. Then data collection is carried out, analyzed, and compared with the four components [11]. Furthermore, the data is assessed and decisions are made on each component. The results of the analysis of results and determination of decisions are then used as a basis for improving each component.

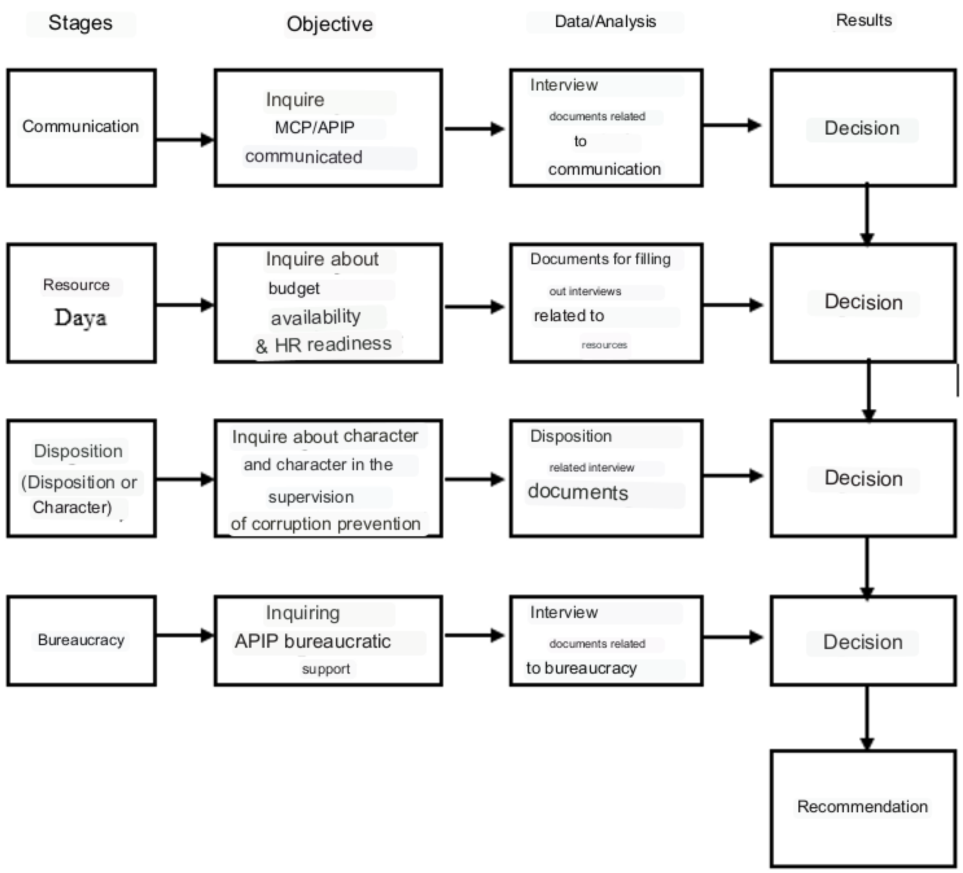

Figure 2. Research Method

This case study research uses a triangulation method in testing the validity of primary data and secondary data obtained to overcome the shortcomings of a particular source to improve data reliability. The collection of research data evaluates the implementation of the MCP KPK APIP Supervision area in local governments in the Riau Province area using several techniques including interviews, archival documentation, and observation participation where researchers not only observe but also become actively involved in the case activities being studied (Figure 2.) [12].

4. Research Results

Four factors influence the successful implementation of policies/programs, namely communication, resources, disposition (attitude), and bureaucratic structure. The results of the 2021 MCP evaluation in the Riau Province area in the APIP area have been running with a score of 71%. The MCP improvement strategy needs to be emphasized APIP competence and the independence of regional inspectorates. To strengthen the role of APIP, it is necessary to prepare special regulations related to the independence of the inspectorate in the regions that are MCP indicators / sub-indicators in the APIP area. The anomaly of corruption cases with MCP monitoring at the APIP level that is already running is still one of the elements of control activities, so there are many other factors to increase the MCP APIP area in efforts to eradicate corruption. The researcher presented the implementation results in a concise manner which can be seen in table 1 [13].

Table 1. Implementation Results & MCP Improvement Strategy APIP area

No	**George III Model Approach Factors**	**Implementation Results**	**Improvement Strategy**	**Aspects of Strengthening APIP**
1	Resources (Budget)	85% of local governments in Riau Province have allocated APIP budgets by Permendagri Number 64 of 2020	The commitment of the regional head's action plan in writing to allocate the APIP budget by regulations issued by the Ministry of Home Affairs	Budget
	Resources (HR and competencies)	APIP human resources adequacy in Riau Province has only reached 50% of the ideal needs	apply for HR allocation to IPDN) and PKN-STAN was submitted at the beginning of the year.	SDM
2	Disposition	85% of local governments in Riau Province already have An Investigative Auxiliary Inspector (Irban)	establish MCP indicators / sub-indicators in the APIP area for the preparation of special regulations related to APIP independence by regional heads by the mandate of PP 72/2019	Institutional/Independence
3	Bureaucracy	The examination of the Regional Head of the District/City has not been with the governor's letter of duty but the Regional Secretary's after going through a tiered review of the regional assistant		
4	Communication	As many as 60% of Regional Inspectors in the Riau Province area have carried out probity audits	APIP Regional Inspectorate must actively communicate to both K/L/P organizational units as well as BPKP and DPRD for support of authority and resource commitment, cooperation in assisting the implementation of joint audits and/or probity audit	

No	George III Model Approach Factors	Implementation Results	Improvement Strategy	Aspects of Strengthening APIP
			assistance, as well as the implementation of other audits Monitoring directly to the area by the KPK	

4.1 Discussion

Communication between agencies as well as between the agencies and technical service units under it is believed to largely determine the success of the integrated eradication of corruption. Communication can connect agencies, accelerate program socialization, as well as improve government performance, both in terms of governance and efficiency. Thus, communication is an important factor in achieving integrated eradication of corruption in the Riau Province region. From 2017 to 2021, the implementation of the Monitoring Center for Prevention (MCP) as one of the communication media in local governments has made progress. It can be said that it has been dominantly good, APIP's capabilities in 2021 at the Riau Province level and regencies/cities have level 3 (three) except for three districts, namely Bengkalis, Kuantan Singingi, and Siak. While previously, in 2017 the average obtained level 2 (two) from level 5 (five). There are eight or 61.5% of the government in Riau Province that is consistent with APIP capacity improvement, namely level 3 (three) in the 2019-2021 period are Pekanbaru City, Kampar Regency, Pelalawan Regency, Indragiri Hulu Regency, Indragiri Hilir Regency, Rokan Hulu Regency, Rokan Hilir Regency, and Meranti Islands Regency (see table 2) [14].

Table 2. APIP Capability Level in Riau Province

No.	Province/District/City	Year				
		2017	2018	2019	2020	2021
1	Riau Province	2	3 With Notes	2 more	3	3
2	Bengkalis Regency	2	2	2	2	2
3	Indragiri Hilir Regency	3 With Improvements	3 With Notes	3	3	3
4	Indragiri Hulu Regency	2 With Improvements	3 With Notes	3	3	3
5	Kampar District	2	3 With Notes	3	3	3

No.	Province/District/City	Year				
		2017	2018	2019	2020	2021
6	Meranti Islands Regency	2	3 With Notes	3	3	3
7	Kuantan Singingi County	1	3 With Notes	2 more	2 more	2
8	Pelalawan District	2	3	3	3	3
9	Rokan Hilir Regency	2	3 With Notes	3	3	3
10	Upper Rokan Regency	3 With Improvements	3 With Notes	3	3	3
11	Siak County	3 With Improvements	3	3	2 more	2
12	Dumai City	2	3 With Notes	2	2	3
13	Pekanbaru City	2	3 With Notes	3	3	3

Source: BPKP Representative of Riau Province (2022)

Based on the results of interviews and document studies, the authors found that communication in the integrated eradication of corruption in the Riau Province area has not been successfully carried out optimally. This can be seen from the report on meeting APIP's HR needs. The report on the implementation of the MCP in 2021 is as follows: "As many as 60% of Regional Inspectors in the Riau Province area have not carried out a probity audit. This is because the communication of the Regional Inspectorate to its partners and BPKP Representatives as APIP supervisors is not optimal for carrying out joint audits and/or assistance in implementing probity audits."

The lack of effective communication is corroborated by the statement of one of the regional heads who wrote an interview in the field. Therefore, effective communication is highly recommended to transmit information on conditions and situations that occur clearly and consistently, especially in increasing the capacity of APIP. Local governments in the Riau Province region are emphasized to be aware of the duties of the Regional Head/Regional Secretary in responding to the need to increase APIP capabilities to become a priority. Therefore, APIP Regional Inspectorate must actively communicate both to the K / L / P organizational unit as well as the BPKP and DPRD for the support of authority and resource commitment, cooperation in assisting the implementation of joint audits, and/or probity audit assistance, as well as the implementation of other audits. And periodically monitored directly to the area by the KPK [15].

Human resources (HR) who are capable and educated have an important influence on professionalism and the formation of work culture and organization. Based on this, APIP's human resources provide an important contribution to the integrated eradication of corruption. Edward III (1980) stated that resources include human resources, budget resources, facility resources, and authority resources that have an important role in the implementation of policies/programs by local governments, especially the regional inspectorate as the implementer of the APIP MCP area. In general, all regions in the Riau Province and Regencies/Municipalities experience limited human resources, both in number and capacity as well as relevant training to make their main tasks a success. The adequacy of APIP human resources in the Riau Province area has only been available for 703 out of the ideal needs of 1,414 personnel, which means that it has only reached 50%.

The results of the researcher's interview with the Pekanbaru City Inspector also acknowledged the lack of human resources. Pekanbaru City Inspector says the following:

> *"The APIP manpower of Pekanbaru City consists of 10 structural*, *26 auditors, 29 PPUPD, 1 Auditor*, *and 9 Implementers, making a total of 75 people. While the addition of only 1 or 2 people per year. Even though the ideal number of APIP Pekanbaru City is 184 people," he said.*

The limitations of human resources will also be achieved by Siak Regency. This has an impact on the quality of corruption control by the inspectorate is inadequate. Siak District Inspectors explained the lack of human resources, especially auditors and P2UPD. The number of APIPs is currently 69 orang, with an average increase of 2 (two) people each year. While the ideal number is 115 people.

Based on the results of interviews and analysis of MCP documents, it is known that 85% of local governments in the Riau Province area have allocated APIP budgets per Permendagri Number 64 of 2020. Pekanbaru City is one of the local governments with a budget that is not available as expected, operational costs are still incorporated in employee expenditures or salaries and benefits as well as capital expenditures. Therefore, the Pekanbaru City Inspector hopes to strengthen APIP in Pekanbaru City by increasing APIP independence. The technical training and technical training of APIP personnel in Pekanbaru City have also not been fulfilled. It should reach 120 hours/APIP/year. As stated by the Pekanbaru City Inspector, technical training strongly supports the improvement of APIP's capabilities to carry out supervisory requirements. Siak District Superintendent hopes that the KPK will budget training for the corruption prevention task force.

Table 3. APIP Capabilities and APIP HR Adequacy

No.	Province/District/City	Year					APIP HR Fulfillment Achievements
		2017	2018	2019	2020	2021	
1	Riau Province	2	3 With Notes	2 more	3	3	81%
2	Bengkalis Regency	2	2	2	2	2	23%

No.	Province/District/City	Year					APIP HR Fulfillment Achievements
		2017	2018	2019	2020	2021	
3	Indragiri Hilir Regency	3 With Improvements	3 With Notes	3	3	3	41%
4	Indragiri Hulu Regency	2 With Improvements	3 With Notes	3	3	3	33%
5	Kampar District	2	3 With Notes	3	3	3	50%
6	Meranti Islands Regency	2	3 With Notes	3	3	3	36%
7	Kuantan Singingi County	1	3 With Notes	2 more	2 more	2	54%
8	Pelalawan District	2	3	3	3	3	78%
9	Rokan Hilir Regency	2	3 With Notes	3	3	3	60%
10	Upper Rokan Regency	3 With Improvements	3 With Notes	3	3	3	58%
11	Siak County	3 With Improvements	3	3	2 more	2	60%
12	Dumai City	2	3 With Notes	2	2	3	45%
13	Pekanbaru City	2	3 With Notes	3	3	3	41%

Source: Provincial BPKP Representative (2022) and interview results, which have been processed

Based on the data in table 3 above, it is very clear that although Siak Regency has 60% fulfilled its human resources, the APIP capability level is still at level 2. In contrast to Pekanbaru City, which has only 41% fulfilled its human resources but has obtained level 3 APIP capabilities. Based on the observation of participation by researchers, even though the fulfillment of human resources is above 50%, it is necessary to coordinate and assist directly. To meet the adequacy of the number of human resources and meet their quality or qualifications, local governments in the Riau Province area can submit requests for HR allocation to the Institute of Domestic Government (IPDN) and the State Finance Polytechnic of *Sekolah Tinggi Administrasi Negara* (PKN-ST AN). Such requests can be submitted at the beginning of each current year to both institutions. It aims to meet the adequacy of the functional number of supervisors in local governments. According to information from the two institutions above, PKN STAN is ready to allocate around 2,000 (two thousand) graduates and IPDN around 500 (five hundred) graduates. So, the task of the regional head is to submit an application to PKN STAN and IPDN regarding HR needs.

In the disposition component related to the implementation of MCP the APIP surveillance area is a serious challenge because the culture cannot change in a fast time. Although the inspector argued, as a research informant from the Meranti Islands Regency said, that: *"community support for the eradication of corruption is maximum."* To carry out the mandate of PP 72/2019 related to strengthening APIP institutions, it is necessary to immediately prioritize the independence regulations of the inspectorate that regulates the appointment, echeloning, and duties and functions. Therefore, MCP needs to establish indicators / sub-indicators in the APIP area for the preparation of special regulations related to APIP independence by regional heads referring to PP 72/2019.

Likewise, the bureaucracy in the effort to eradicate corruption in Riau Province and its Regencies/Cities. The bureaucracy here should be translated as a service so that government organizations work according to their functions to meet the expectations of the wider community. Regarding the bureaucratic component in the implementation of MCP area APIP supervision, this means the extent to which services for people who need legal protection for corruption crimes are fulfilled properly. However, this bureaucracy that is running has not been optimal in Riau Province and its Regencies/Cities. This can be seen from the confession of this informant, namely the Inspector of Pelalawan Regency.

> *"The regulations related to APIP are because they are from the center, namely the Ministry of Home Affairs. Currently, it has become a concern of the district government leadership. Although in practice in our opinion, it is not appropriate."*

Meanwhile, Inspector from the Meranti Islands Regency, said that weak legal sanctions against corruption perpetrators were the reason the bureaucracy worked not optimally. Legal sanctions are likened to victory trophies so that if you want to spur the bureaucracy to work hard, it is possible to give hard punishment to perpetrators of corruption. It is in line with the spirit that corruption is a big enemy and extraordinary evil. Bureaucratically, the Meranti Islands Regency suggests that the requirements to become an Auditor start from group III which is already 100%.

On the other hand, Inspector Indragiri Hulu said the implementation of the MCP APIP supervision area needs to be supported by experienced intelligence functions such as those in the TNI/Polri and Prosecutor's Office organizations. Internally, intelligence can monitor teamwork and the development of cases on an ongoing basis. Similarly, the rapid movement of the bureaucracy to handle one case has not been high, Inspector Indragiri Hulu explained, "*Then it is necessary to have a staff as an intelligent, so that preliminary information related to SPI, has been mapped, and the level of risk can be made control activities.* "

In line and closely related to the results of the analysis of MCP implementation in the APIP area from the disposition factor, based on archival documentation obtained as much as 85% of local governments in the Riau Province area already have an Auxiliary Inspector (Irban) of Investigation. However, it is necessary to strengthen the independence of the inspector/inspectorate, it is necessary to immediately and prioritize the regulation of the independence of the inspectorate that regulates the appointment, echeloning, and duties and functions.

The nature of the bureaucracy is cooperation and coordination. In certain circumstances, this bureaucratic practice is detrimental to the eradication of corruption because a regional inspector has a close relationship with colleagues, let alone his superiors. In the future, provincial/regency/city inspectors in Riau need to apply a professional main task and function. More emphatically, there should be a program that encourages regional inspectors in the Riau and City districts to carry out supervisory function's son indications of state losses soon act independently. The strategy of improving the MCP of the APIP area is related to bureaucracy by setting indicators / sub-indicators in the APIP area for the preparation of special regulations related to APIP independence by regional heads. This responsibility is protected by articles 11A and 11B of PP Nomor 72/2019, namely the implementation of supervision of the provincial inspectorate to the districts/cities and the implementation of inspections without having to wait for the approval of the regional head for the object of examination that indicates a loss.

5. Conclusion

Based on the results of the research & discussion in the previous chapter related to the evaluation of the implementation of the Monitoring Center for Prevention (MCP) supervision area of the Government Internal Supervisory Apparatus (APIP), the implementation results were obtained from the communication factor that socialization is more often carried out than coordination, evaluation, or assisting/ assistance. So that 60% of Regional Inspectors in the Riau Province area have not carried out a probity audit. For the resource factor (budget, human resources, and competence) of 67.5% where the adequacy of APIP human resources in the Riau Province area has only reached 50% of the ideal needs. Meanwhile, in the disposition and bureaucratic factors, 85% of local governments in the Riau Province region already have an Auxiliary Inspector (Irban) of Investigation as one of the related to strengthening APIP institutions for community investigations/complaints as regulated in PP 72/2019 Article 60.

It can be concluded that its implementation in 2021 in the Riau region is already running with a score of 71%. The anomaly of corruption cases with MCP monitoring at the APIP level that is already running is still one of the elements of control activities, so there are many other factors to increase the MCP APIP area in efforts to eradicate corruption.

5.1 Recommendations

Based on the above conclusions, the researcher presented some suggestions succinctly below.

1. The KPK sets MCP indicators / sub-indicators in the APIP area for the preparation of special regulations related to APIP independence by regional heads referring to PP 72/2019;
2. Inspectors/APIPs in Riau Province and their Regencies/Cities improve communication with BPKP, KPK, and partners and the community in improving the implementation of MCP APIP supervision areas for the implementation of joint audits and/or probity audit assistance, as well as the implementation of other audits that are deemed necessary for assistance in the context of integrated eradication of corruption;
3. Regional Heads are committed to writing through an action plan to allocate APIP budgets per regulations issued by the Ministry of Home Affairs;
4. Local governments in the Riau Province region apply for hr allocation to the Institute of Domestic Government (IPDN) and the State Finance Polytechnic of the State College of Administration (PKN STAN). Encouraged by the KPK to coordinate with the Ministry of Finance for the addition of fulfilling the adequacy of APIP human resources;
5. The KPK sets indicators / sub-indicators for the preparation of training schedules accompanied by a recapitulation of training participation by APIP local governments in Riau Province and its regencies/cities.

What is presented in the MCP of the APIP surveillance area may be more complex and have extensive constraints in the other seven areas. Therefore, it is very open to further research, both by the researchers themselves and by other researchers who have the same focus or interest in the study. Although this study is located in Riau, researchers believe it can be a reference for MCP improvement in other provinces. In this regard, the researcher suggested that there will be academic cooperation and thematic discussions of this MCP across provinces in the future.

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