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# IMPLEMENTATION OF THE POLICY FOR ENHANCING THE CAPABILITY OF GOVERNMENT INTERNAL SUPERVISORY APPARATUS (APIP) AT THE MINISTRY OF POPULATION AND FAMILY DEVELOPMENT/BKKBN

**Richa Haryanti**[1]
**Universitas Terbuka, Jakarta, Indonesia**
richaharyanti.rh@gmail.com

**Pardamean Daulay**[2]
**Universitas Terbuka, Jakarta, Indonesia**
pardameandaulay@ecampus.ut.ac.id

**Sait Abdullah**[3]
**Universitas Terbuka, Jakarta, Indonesia**
sabdullah0074@gmail.com

## Abstract

This study examines the implementation of the Government Internal Supervisory Apparatus (APIP) capability enhancement policy at the Ministry of Population and Family Development/National Population and Family Planning Board (Kemendukbangga/BKKBN) under BPKP Regulation No. 6 of 2025. A qualitative approach was employed using interviews, observations, and document reviews. The analysis was guided by George C. Edward III's policy implementation framework, encompassing communication, resources, disposition, and bureaucratic structure. The findings indicate that policy implementation has generally followed the intended policy direction but has not yet achieved optimal results. Key challenges include limited policy dissemination, inadequate human and financial resources, insufficient supporting facilities, the absence of technical delegation of authority, and the lack of operational standard operating procedures. Conversely, positive commitment from APIP personnel, alignment between national and organizational policies, and the compatibility of APIP functions with policy objectives have supported implementation. This study further demonstrates that APIP capability enhancement is shaped not only by communication, resources, disposition, and bureaucratic structure, but also by the external strategic environment. Accordingly, it proposes an enhanced policy implementation model that extends George C. Edwards III's framework by integrating empirical evidence from Kemendukbangga/BKKBN and incorporating the external strategic environment as an additional determinant of successful APIP capability enhancement policy implementation.

**Keywords**: Policy Implementation, Edwards III, Internal Audit, APIP Capability, Government Institutions

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## INTRODUCTION

Corruption within Indonesian public institutions remains a persistent challenge, frequently occurring across ministries, government agencies, and local governments. Over the past two decades, a total of 1,782 corruption cases have been recorded, including 116 cases involving government institutions in 2025, with substantial state losses successfully recovered. These figures indicate that significant challenges remain in strengthening integrity and accountability within public sector governance (KPK, 2026a).

In response to these challenges, bureaucratic reform has been continuously promoted to establish a clean and accountable government system, as reflected in Presidential Regulation No. 12 of 2025 concerning the 2025–2029 National Medium-Term Development Plan (RPJMN). One of the key strategies adopted is the strengthening of internal oversight through the Government Internal Supervisory Apparatus (APIP). In line with efforts to harmonize internal audit practices with global standards, the Financial and Development Supervisory Agency (BPKP) issued BPKP Regulation No. 6 of 2025 on APIP Capability Enhancement within government institutions, focusing on strengthening governance, risk management, and internal control systems.

However, evaluation results conducted by the BPKP indicate that APIP capability within Kemendukbangga/BKKBN has not improved significantly. APIP capability remains below the national minimum target and even declined from Level 3 to Level 2 in 2025. This condition reflects persistent weaknesses in the internal control system and may undermine organizational accountability and effectiveness. Despite its strategic role in strengthening governance and oversight, studies examining APIP capability from the perspectives of public administration and policy implementation remain limited, particularly in relation to the new regulatory framework governing APIP capability enhancement.

Therefore, this study examines the implementation of APIP capability enhancement policy at Kemendukbangga/BKKBN and proposes a novel contribution in the form of an empirically derived implementation model based on field findings within the institution.

## RESEARCH METHOD

### Research Type

This study employs a qualitative method with a descriptive approach to gain an in-depth understanding of the policy implementation process, organizational dynamics, and the perceptions and experiences of policy implementers. The analytical framework is based on George C. Edward III's policy implementation model, encompassing four core dimensions: communication, resources, disposition, and bureaucratic structure.

### Sources of Information

The study utilizes both primary and secondary data sources:

1. Primary data were collected through interviews with selected informants to examine policy implementation based on the dimensions of communication, resources, disposition, and bureaucratic structure.
2. Secondary data were obtained through document reviews, including official reports, institutional documents, regulations, and other relevant sources related to APIP capability enhancement at Kemendukbangga/BKKBN.

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**Research Instruments**

The researcher served as the primary research instrument, while interview guides, observation guides, and document review protocols were used as supporting instruments to obtain comprehensive information and support the data analysis process.

**Data Collection Methods**

Referring to Moleong (2010), data collection in this study was conducted through a comprehensive review of information obtained from interviews, observations, and document analysis.

## RESULTS AND DISCUSSION

### Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN

Based on the findings of this study, the implementation of the APIP capability enhancement policy at Kemendukbangga/BKKBN was analyzed using George C. Edwards III's (1980) policy implementation model, which consists of four main indicators: communication, resources, disposition, and bureaucratic structure.

a. **Communication in the Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

George C. Edwards III argues that successful policy implementation requires clear and consistent communication of instructions and information to policy implementers. Effective transmission of information ensures that implementers understand what actions must be taken and how the policy should be carried out (Suwansyah, 2021).

1. **Transmission**

   According to George C. Edwards III (1980), effective policy transmission requires clear, consistent, and continuous communication to ensure a shared understanding among implementers. The findings of this study indicate that the dissemination of BPKP Regulation No. 6 of 2025 within Kemendukbangga/BKKBN has not been fully optimized, resulting in uneven understanding among implementers. This condition may lead to interpretation gaps that potentially reduce policy implementation effectiveness. These findings align with Suwansyah (2021), who emphasized that continuous policy dissemination is essential to ensure comprehensive understanding and effective implementation.

2. **Clarity**

   Within George C. Edwards III's policy implementation framework, clarity is a key dimension of policy communication that ensures accurate understanding of policy objectives, targets, and performance indicators among implementers. The findings indicate that communication of BPKP Regulation No. 6 of 2025 within Kemendukbangga/BKKBN has not fully met the required level of clarity, resulting in limited understanding and potential variations in interpretation among implementers. This condition may reduce consistency and effectiveness in policy implementation. These findings are consistent with Suwansyah (2021), who emphasized that improved communication clarity is essential for effective policy execution.

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**b. Resources in the Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

Resources constitute a critical factor in the implementation of the APIP capability enhancement policy within Kemendukbangga/BKKBN, as successful implementation depends on adequate human resources, budgetary support, and organizational facilities. Therefore, this section examines the availability and adequacy of these resources and their implications for policy implementation effectiveness.

1. **Human Resources**
   According to George C. Edwards III (1980), adequate human resources in both quantity and quality are essential for effective policy implementation. The findings indicate that human resource support for the APIP capability enhancement policy within Kemendukbangga/BKKBN remains insufficient, as reflected in a staffing fulfillment rate of only 41.52% and significant competency gaps. These limitations contribute to increased workload, delays in supervisory reporting, and reduced quality of outputs, thereby hindering effective policy implementation. These findings align with Saputra (2024), who highlighted the negative impact of inadequate competencies on policy implementation effectiveness.
2. **Budget Resources**
   Within George C. Edwards III's (1980) framework, budgetary resources are a key determinant of policy implementation effectiveness. The findings indicate that budget support for APIP capability enhancement within Kemendukbangga/BKKBN remains limited, leading to reduced activity intensity, priority adjustments, and delays in strategic implementation. These constraints negatively affect overall policy effectiveness. The findings are consistent with Akmaluddin (2023), who reported that limited supervisory budgets significantly hindered policy implementation in the public sector.
3. **Facilities and Infrastructure Support**
   According to George C. Edwards III (1980), adequate facilities and infrastructure are essential for ensuring operational efficiency and effective policy implementation. The findings indicate that facilities and infrastructure supporting the APIP capability enhancement policy within Kemendukbangga/BKKBN remain limited and inadequate, which may hinder implementation effectiveness and reduce the quality of supervisory outputs. These findings are consistent with previous research (Herman, 2020), which shows that inadequate infrastructure can significantly undermine policy implementation effectiveness in public service delivery.

**c. Disposition in the Implementation of APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

Disposition in policy implementation refers to the attitudes, commitment, and characteristics of policy implementers in carrying out and responding to a policy.

1. **Responsiveness**
   Responsiveness in policy implementation reflects the awareness, understanding, and attitudinal orientation of implementers toward policy acceptance and commitment. The findings indicate that the Inspectorate General demonstrates a positive

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disposition toward the APIP capability enhancement policy within Kemendukbangga/BKKBN, as evidenced by its institutional commitment through Ministerial Regulation No. 4 of 2025. Within George C. Edwards III's (1980) framework, the disposition dimension is considered supportive of implementation, although further strengthening at the technical level is still required to enhance policy effectiveness.

2. **Awareness**

   The awareness sub-indicator within the disposition dimension reflects the extent to which leadership directives support and reinforce policy implementation. The findings indicate a clear level of awareness in implementing the APIP capability enhancement policy within Kemendukbangga/BKKBN, as demonstrated by leadership commitment in establishing strategic directions and priorities. This leadership support fosters organizational awareness and encourages implementers to align with policy objectives, indicating a positive disposition consistent with George C. Edwards III's (1980) framework. These findings align with Suwansyah (2021), who emphasized the importance of leadership attitude in ensuring effective policy implementation.

**d. Bureaucratic Structure in the Implementation of APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

Bureaucratic structure refers to the organizational arrangements and institutional mechanisms responsible for policy implementation, with standard operating procedures serving as key guidelines to ensure consistent and compliant execution of tasks by implementers (Subarsono, 2005).

1. **Organizational Structure**

   Organizational structure provides a fundamental basis for defining roles, responsibilities, and authority in policy implementation (Saputra, 2024). The findings indicate that the APIP organization has a strong institutional structure to support policy implementation; however, further improvement is needed, particularly in delegating authority to operational and technical levels to enhance effectiveness and responsiveness in achieving APIP capability indicators. These findings are consistent with Suwansyah (2021), who emphasized that effective policy implementation requires clear role distribution, inter-unit collaboration, and well-coordinated organizational processes.

2. **Standard Operating Procedures**

   Standard Operating Procedures (SOPs) are a key element of bureaucratic structure that ensure consistency and uniformity in policy implementation. The findings indicate that no specific and comprehensive SOPs have been established for the APIP capability enhancement policy within Kemendukbangga/BKKBN, leading to ambiguity and potential inconsistencies in implementation. These findings align with Sudarsono (2021), who emphasized that SOPs play a crucial role in improving policy implementation effectiveness by providing clear procedural guidance.

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**Supporting and Inhibiting Factors in the Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

Based on the findings within George C. Edwards III's (1980) framework, the effectiveness of the APIP capability enhancement policy at Kemendukbangga/BKKBN is influenced by the interaction of communication, resources, disposition, and bureaucratic structure, which collectively generate both supporting and inhibiting factors in policy implementation.

a. **Supporting Factors in the Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

Several organizational conditions support the implementation of the APIP capability enhancement policy. According to George C. Edwards III's (1980) framework, the main supporting factors are as follows:

1. **Disposition**

Disposition represents a key supporting factor in the implementation of the APIP capability enhancement policy at Kemendukbangga/BKKBN, as reflected in the strong commitment of the Main Inspectorate and its institutional alignment through Ministerial Regulation No. 4 of 2025. Within Edwards III's framework, this indicates that the disposition dimension is relatively well fulfilled and serves as an important driver of implementation. However, existing policy instruments remain largely administrative and have not yet fully ensured strong integration between strategic planning and technical execution.

2. **Bureaucratic Structure**

From a bureaucratic structure perspective, there is clear legal alignment between APIP organizational functions and the mandate of the APIP capability enhancement policy, providing well-defined roles and responsibilities for implementers. This alignment supports more systematic and coordinated implementation and strengthens APIP's role in promoting good governance within Kemendukbangga/BKKBN.

b. **Inhibiting Factors in the Implementation of the APIP Capability Enhancement Policy at Kemendukbangga/BKKBN**

The study also identifies several barriers to effective policy implementation, offering important insights for future improvement efforts.

1. **Communication**

Communication challenges are characterized not only by limited policy dissemination but also by insufficient clarity regarding policy substance and APIP capability assessment indicators. The information provided to implementers is not fully comprehensive or well integrated, resulting in fragmented understanding. According to George C. Edwards III (1980), deficiencies in communication contribute to variations in implementers' understanding, thereby reducing implementation effectiveness and potentially undermining policy success.

2. **Resources**

Resource limitations constitute a major obstacle to effective implementation, particularly in terms of human resources, budget, and facilities. Human resource constraints are evident in both quantity and technical competence, limiting the

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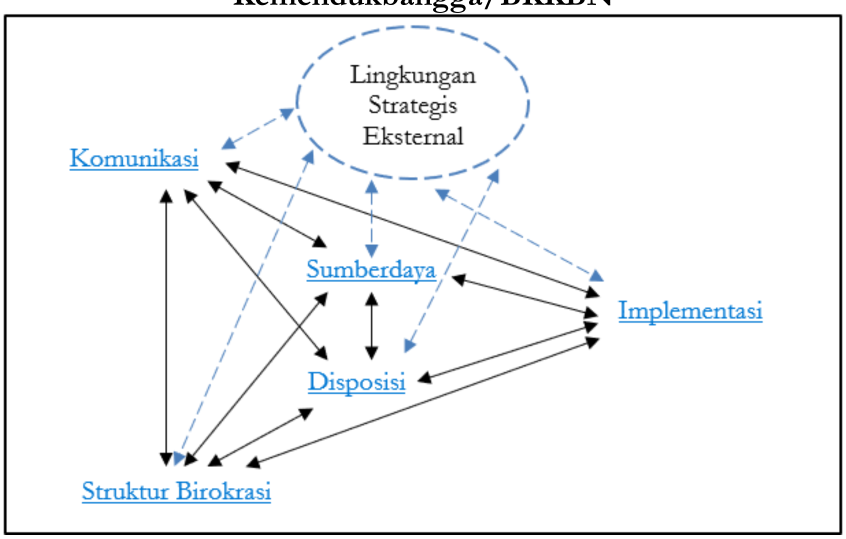
organization's readiness to meet APIP capability assessment requirements. Inadequate budget allocation further restricts supervisory activities, while insufficient facilities and infrastructure reduce operational effectiveness. Collectively, these limitations weaken implementation capacity and hinder the achievement of policy objectives.

3. **Bureaucratic Structure**
   Key obstacles in bureaucratic structure include weak operational-level implementation mechanisms, particularly limited delegation of authority to technical personnel, which creates a gap between organizational design and actual practice. The absence of empowered technical teams reduces coordination, monitoring, and oversight capacity. In addition, the lack of specific SOPs for APIP capability enhancement leads to inconsistent implementation due to reliance on individual interpretation, ultimately reducing policy effectiveness and hindering the achievement of objectives.

**Policy Implementation Model for Enhancing APIP Capability at Kemendukbangga/BKKBN**

Based on the findings of this study on the implementation of APIP capability enhancement policies at Kemendukbangga/BKKBN, a limitation of George C. Edwards III's (1980) policy implementation framework was identified. The framework, which emphasizes communication, resources, disposition, and bureaucratic structure, primarily focuses on internal organizational factors as the main determinants of successful policy implementation. However, this study finds that such a perspective is insufficient when applied to the dynamic context of public sector organizations. In practice, policy implementation outcomes are influenced not only by internal dimensions but also by external factors that lie beyond the direct control of the organization.

**Figure 1.**
**Policy Implementation Model for Enhancing APIP Capability at Kemendukbangga/BKKBN**




Source: Authors' elaboration (2026)

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Accordingly, this study extends George C. Edwards III's (1980) policy implementation model by incorporating an external strategic environment indicator, particularly changes in government priority programs. The inclusion of this indicator is intended to demonstrate that the effectiveness of communication, the adequacy of resources, implementer disposition, and bureaucratic structure alone are insufficient to explain policy implementation outcomes. The success of APIP capability enhancement within Kemendukbangga/BKKBN is also significantly determined by the organization's ability to anticipate and adapt to changes in the national policy environment.

## CONCLUSION

Based on the research findings and discussion on the implementation of the APIP capability enhancement policy at Kemendukbangga/BKKBN, in reference to BPKP Regulation No. 6 of 2025, several conclusions can be drawn.

1. The implementation of the APIP capability enhancement policy at Kemendukbangga/BKKBN has generally been carried out in accordance with the established policy direction; however, its implementation has not yet been fully optimal. From the perspective of George C. Edwards III's (1980) policy implementation theory:
   a. Communication
      Policy transmission has not been conducted extensively or continuously and has not fully reflected clarity in communicating policy objectives and performance indicators.
   b. Resources
      Human resource support remains inadequate in terms of both quantity and competence/expertise. In addition, budgetary support and facilities and infrastructure are still limited and insufficient to effectively support policy implementation.
   c. Disposition
      The disposition dimension demonstrates relatively positive conditions, as reflected in the commitment and positive response of Kemendukbangga/BKKBN's APIP to continuously improve its capability. Institutionally, this commitment has been incorporated into the Minister of Population and Family Development/Head of BKKBN Regulation No. 4 of 2025 concerning the Kemendukbangga/BKKBN Strategic Plan 2025–2029.
   d. Bureaucratic Structure
      Although the APIP organizational structure is aligned with the policy mandate, authority has not yet been sufficiently delegated to the technical level. Furthermore, no supporting derivative regulations in the form of SOPs have been established to facilitate policy implementation.
2. Factors influencing the implementation of the APIP capability enhancement policy at Kemendukbangga/BKKBN consist of both supporting and inhibiting factors.

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a. Supporting Factors

1) Disposition – There is alignment between the national APIP capability enhancement policy and Kemendukbangga/BKKBN's internal policies, demonstrating organizational commitment to policy implementation.
2) Bureaucratic Structure – Legally, the duties and functions of Kemendukbangga/BKKBN's APIP are consistent with the mandate of the APIP capability enhancement policy applicable to all ministries, agencies, and regional governments.

b. Inhibiting Factors

1) Communication – Policy dissemination and information delivery remain suboptimal, resulting in insufficient understanding of policy substance and APIP capability assessment indicators among implementers.
2) Resources – Human resources remain limited in both quantity and quality. Budgetary support is considered insufficient and less proportional compared with oversight units in other government institutions. In addition, facilities and infrastructure are still inadequate to effectively support APIP capability enhancement at Kemendukbangga/BKKBN.
3) Bureaucratic Structure – There is no strengthened implementation mechanism at the operational level, particularly regarding delegation of authority to technical personnel. Moreover, specific SOPs supporting the implementation of the APIP capability enhancement policy have not yet been established.

3. Based on the findings, this study proposes an extended policy implementation model that integrates George C. Edwards III's (1980) framework with the external strategic environment. The results suggest that changes in government priority programs should be considered an additional determinant influencing the successful implementation of APIP capability enhancement policies within Kemendukbangga/BKKBN.

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