

# The Influence of Communication, Resources, and Bureaucratic Structure on the Implementation of LKPP Regulation Number 4 of 2021 on the Effectiveness of Guidance for Business Actors in the Procurement of Goods/Services

Rahmat Subekti<sup>1</sup>, Ednawan Prihana<sup>2</sup>, Indriyati Kamil<sup>3</sup>

<sup>1,2</sup>Master of Government Science Study Program, Langlangbuana University, Indonesia

<sup>3</sup>Communication Science Study Program, Langlangbuana University, Indonesia

Correspondence email: [rindriya73@gmail.com](mailto:rindriya73@gmail.com)

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## Abstract

This study is grounded in the increasing importance of effective policy implementation in government procurement, particularly in the context of digital transformation and regulatory reform under LKPP Regulation Number 4 of 2021. The research aims to analyze the influence of communication, resources, and bureaucratic structure on the effectiveness of business actor development in the procurement of goods and services (PBJ) within the Bandung City Government. A quantitative approach with a descriptive-verifiable survey method was employed, involving 37 respondents consisting of procurement officials and civil servants. Data were collected through structured questionnaires and analyzed using correlation and multiple linear regression techniques with SPSS. The findings reveal that communication, resources, and bureaucratic structure each have a positive and significant effect, both partially and simultaneously, on the effectiveness of business actor development. Effective communication enhances understanding and participation, adequate resources strengthen implementation capacity, and a well-structured bureaucracy improves coordination and accountability. The study concludes that the integration of these three factors is essential to achieving optimal policy outcomes, especially in a digital governance environment. This research contributes theoretically by reinforcing and extending policy implementation models in the context of digital public administration, and practically by providing strategic recommendations for improving procurement governance and business actor empowerment.

## Keywords

Bureaucratic Structure, Communication, Policy Implementation, Procurement Governance, Resources.



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## INTRODUCTION

Government Procurement of Goods/Services (PBJP) is a strategic instrument in supporting national development, increasing the efficiency of state spending, and stimulating economic growth through business participation. To ensure transparent, accountable, and competitive procurement governance, the government issued LKPP Regulation Number 4 of 2021 concerning the Development of PBJ Business Actors. This regulation emphasizes the importance of strengthening the development, mentoring, and empowerment of business actors, particularly MSEs, to participate in a professional and competitive procurement process.

In the context of the Bandung City Government, the implementation of this regulation is highly urgent due to the high number of local business actors participating in PBJ. However, the implementation of this development still faces various challenges, particularly related to effective communication, adequate resources, and the appropriateness of the bureaucratic structure that handles business development. These challenges contribute to business actors' poor understanding of regulations and their unpreparedness to participate in digital-based procurement processes.

From a communication perspective, there are still differences in perceptions between the government and business actors regarding development procedures, objection mechanisms, and compliance with administrative requirements for e-purchasing and communication. Information delivery is often unsystematic, does not utilize multi-channel channels optimally, and does not fully reach small business owners. This impacts the low effectiveness of the dissemination of LKPP Regulation No. 4 of 2021.

Regarding resources, several issues that arise include the limited number of human resources managing development programs, a lack of technical competence related to e-procurement, and a limited budget for business mentoring activities. These limitations result in unsustainable development programs and the inability to reach all business owners in Bandung City.

In terms of bureaucratic structure, problems persist, including lengthy coordination processes, overlapping tasks between subunits, and suboptimal monitoring and evaluation mechanisms for business development. An overly hierarchical structure slows down information services, while inflexible work regulations make it difficult for institutions to respond quickly to changing digital procurement dynamics.

These issues directly impact the effectiveness of development for business owners in procurement (PBJ), including low levels of regulatory compliance, errors in document completion, a weak understanding of electronic catalogs, and a lack of preparedness for online procurement processes. This situation prevents some businesses from optimally competing in PBJ in Bandung City.

According to Robbins & Judge (2019), the effectiveness of policy implementation is heavily influenced by three main factors: clear communication, adequate resources, and a supportive organizational structure. They assert that when communication is inconsistent, resources are limited, and bureaucratic structures are overly complex, policy implementation struggles to achieve its objectives. This view is relevant to the conditions encountered in the implementation of LKPP Regulation Number 4 of 2021 in Bandung City.

Edwards III, developed by Agustino (2020), whose theory is widely referenced in policy implementation studies, emphasizes that communication, resources, disposition, and bureaucratic structure are key determinants of successful implementation. Agustino (2020) reinforces that in the era of digital governance, human resource capacity and an adaptive bureaucratic structure are key to policy effectiveness. Therefore, bureaucratic unpreparedness in these aspects will result in less than optimal development of PBJ business actors.

Given these conditions, it can be concluded that the challenges in implementing LKPP Regulation Number 4 of 2021 in Bandung City are not only technical but also structural and communicative. Business development should not only focus on information delivery, but also on the government's ability to provide clear, structured, and easily accessible support mechanisms.

Therefore, in-depth research is needed to examine the influence of communication, resources, and bureaucratic structure on the effectiveness of business development for procurement of goods and services (PBJ) as mandated by LKPP Regulation No. 4 of 2021. This research is crucial for providing scientifically based recommendations to the Bandung City Government so that business development can be more effective, adaptable to digital transformation, and increase business participation in the government procurement ecosystem.

## **METHODS**

This study uses a quantitative approach with a survey method to analyze the influence of communication, resources, and bureaucratic structure on the effectiveness of guidance for procurement actors in the Bandung City Government. Methodologically, this study employs a descriptive research strategy, namely

research that aims to describe phenomena systematically, factually, and accurately based on existing empirical conditions.

This approach was chosen because the research not only describes the conditions of variables but also examines the relationships and influences between variables through statistical hypothesis testing. Therefore, this research design is descriptive-verifiable, as it not only describes the phenomenon of policy implementation but also tests the validity of hypotheses regarding the influence of independent variables on the dependent variable.

**Research Population and Respondents:** Respondents in this study consisted of 37 individuals involved in the implementation of guidance for procurement actors within the Bandung City Government. The respondents were dominated by 33 (89.19%) Goods/Services Procurement Management Staff (PPBJ), along with one each from the Head of the LPSE (Employee Services Agency), Head of the Service Unit, Procurement Officer, and Commitment Making Officer (PPK). The representation of various job levels allows this research to capture both operational and managerial technical perspectives in the implementation of LKPP Regulation Number 4 of 2021. **Data Collection Technique:** Primary data was collected through questionnaires distributed to respondents involved in the implementation of PBJ business actor development.

The research instrument was structured based on indicators for each variable: communication (X1), resources (X2), bureaucratic structure (X3), and development effectiveness (Y). Before being used in the analysis, the research instrument was tested through validity and reliability tests to ensure consistency and measurement accuracy.

Reliability testing was conducted by comparing the correlation coefficient value with the  $r$  value in the table or using the student  $t$ -test as a decision-making criterion. **Data Processing Technique:** Data processing was carried out in several stages, namely checking (editing) the completeness of respondents' answers and tabulating the data into tables according to predetermined codes/scores. Because respondents' answers used a scoring system, the data obtained were ordinal. Next, the data was processed according to a quantitative approach for statistical analysis.

**Data Analysis Techniques:** Data analysis was conducted using SPSS version 25. The analysis stages included:

1. Correlation analysis to determine the relationship between the independent and dependent variables.

2. Multiple Linear Regression analysis to measure the influence of communication, resources, and bureaucratic structure on the effectiveness of business development.
3. Coefficient of Determination analysis to determine the contribution of the independent variables to the dependent variable.
4. Partial and Simultaneous Hypothesis Testing to test the significance of the influence of each variable individually or collectively.

The regression model used aims to test whether each increase in the score on the communication, resources, and bureaucratic structure variables will increase the effectiveness of business development, assuming other variables remain constant.

Hypothesis Testing Model: The research hypotheses are formulated as statistical hypotheses as follows:

$$H_0: \rho = 0$$

$$H_1: \rho \neq 0$$

The null hypothesis states that there is no influence of communication, resources, and bureaucratic structure on the effectiveness of business development, either partially or simultaneously. Conversely, the alternative hypothesis states that there is a significant influence between these variables.

## **FINDINGS AND DISCUSSION**

This study involved respondents consisting of civil servants and procurement managers within the Bandung City Government. Respondent profiles were analyzed based on gender, age, education, and position.

Before conducting further analysis, the research instrument was tested for validity and reliability on the variables of communication, resources, bureaucratic structure, and the effectiveness of development of procurement business actors. The test results showed that all statement items were valid and reliable, making them suitable for use in statistical analysis.

### **Descriptive Analysis of Research Variables**

Descriptive analysis was conducted to describe respondents' perceptions of each research variable. A summary of respondents' responses indicated that the communication variable regarding the implementation of LKPP Regulation Number 4 of 2021 was in the good category. This was reflected in the clarity of information, the use of digital and offline communication media, and the existence of a feedback mechanism between the government and business actors.

The resources variable also showed a good category, particularly in the aspects of human resource competency and infrastructure support for business actor development. Meanwhile, the bureaucratic structure variable was deemed quite effective in supporting policy implementation, particularly in terms of task division, standard operating procedures (SOPs), and inter-unit coordination mechanisms. The effectiveness of business actor development for procurement of goods and services (PBJ) showed positive results, indicating that the development program has had an impact on improving business actors' understanding, compliance, and competence in the procurement process.

### **Correlation and Regression Analysis**

To test the relationship between variables, a correlation analysis was conducted. The results showed a positive relationship between communication, resources, and bureaucratic structure and the effectiveness of business actor development.

Next, multiple linear regression analysis was used to measure the influence of each independent variable on the dependent variable.

The results of the regression analysis indicate that:

1. Communication (X1) has a positive and significant effect on the effectiveness of business actor development. Clarity of information, consistency of messages, and two-way communication increase understanding and participation of business actors.
2. Resources (X2) have a positive and significant effect on the effectiveness of development. Human resource competence, budget adequacy, and facility support are determining factors for successful development.
3. Bureaucratic Structure (X3) also has a positive and significant effect. Clarity of task division, coordination, and monitoring and evaluation systems strengthen the effectiveness of policy implementation.

The analysis of the coefficient of determination shows that the three variables together provide a significant contribution to the variation in the effectiveness of coaching PBJ business actors. Partial and simultaneous hypothesis tests strengthen the findings that both individually and collectively, communication, resources, and bureaucratic structure have a significant influence on the effectiveness of coaching.

The findings of this study demonstrate that communication, resources, and bureaucratic structure significantly influence the effectiveness of business actor development in government procurement (PBJ) within the Bandung City Government. These results reflect a systemic interaction among organizational, managerial, and institutional factors, which aligns with contemporary policy

implementation theory. More importantly, the results do not merely confirm statistical relationships but reveal deeper structural dynamics explaining why such influences occur, particularly within the context of digital governance and administrative reform.

From the perspective of communication, the positive and significant effect identified in this study indicates that the clarity, consistency, and bidirectionality of information flows are essential in shaping actors' understanding and compliance behavior. This finding is consistent with recent studies such as those by Ahmad & Saad (2022) and Kim & Lee (2023), which emphasize that effective communication in public policy implementation enhances stakeholder engagement and reduces ambiguity in regulatory interpretation (Ahmad & Saad, 2022; Kim & Lee, 2023). Theoretically, this supports the framework proposed by Edwards III, who posits that communication is not merely about transmission but also about ensuring that policy messages are accurately received and interpreted. In the context of Bandung, the reliance on digital procurement systems (e-procurement) intensifies the need for structured and multi-channel communication. The effectiveness observed in this study likely arises because communication reduces information asymmetry between the government and business actors, thereby minimizing procedural errors and increasing participation rates. However, compared to prior studies, this research highlights a more nuanced dimension namely, that communication effectiveness is contingent upon digital literacy levels, which earlier studies often treated as an external variable rather than an embedded factor.

Regarding resources, the findings confirm that human capital, financial support, and technological infrastructure are critical determinants of successful policy implementation. This aligns with research by Nguyen et al. (2021) and Putri & Wibowo (2024), which found that resource adequacy directly correlates with program sustainability and implementation quality (Nguyen et al., 2021; Putri & Wibowo, 2024). From a theoretical standpoint, this reinforces the resource-based view (RBV), which posits that organizational performance is driven by the availability and strategic utilization of internal resources. In the Bandung case, the positive effect of resources can be explained by the increasing complexity of procurement systems, which require not only technical expertise but also adaptive competencies in digital platforms. Unlike some previous studies that suggest resource limitations as the primary barrier, this study reveals that even when resources are categorized as "adequate," their effectiveness depends on alignment with program needs and digital transformation demands. This indicates a shift from

quantity-oriented to capability-oriented resource evaluation, which has significant implications for future research and policy design.

The bureaucratic structure variable also shows a significant positive influence, which supports the argument that institutional design plays a crucial role in determining policy outcomes. This finding is consistent with studies by Osei-Kyei & Chan (2022) and Rahman et al. (2023), which highlight that clear organizational hierarchies, well-defined roles, and efficient coordination mechanisms enhance governance effectiveness (Osei-Kyei & Chan, 2022; Rahman et al., 2023). Theoretically, this aligns with Weberian bureaucracy while also extending into post-bureaucratic perspectives that emphasize flexibility and adaptability. The results in this study suggest that the effectiveness of bureaucratic structure in Bandung is driven not merely by formal procedures (SOPs) but by the ability of institutions to streamline coordination and reduce administrative fragmentation. Compared to earlier research, which often criticizes bureaucracy as rigid and inefficient, this study provides a more balanced view by demonstrating that a well-structured bureaucracy can, in fact, facilitate policy effectiveness when supported by digital integration and clear accountability mechanisms.

When analyzed collectively, the simultaneous influence of communication, resources, and bureaucratic structure indicates that policy implementation effectiveness is inherently multidimensional and interdependent. This finding supports integrative models of public administration, such as those proposed by Robbins & Judge (2019), which emphasize the interaction between organizational behavior and structural factors. The high explanatory power of these variables suggests that weaknesses in one dimension cannot be fully compensated by strengths in another. For instance, adequate resources may not yield optimal outcomes without effective communication, and a well-designed bureaucratic structure may fail without competent human resources. This interdependence explains why some previous studies report inconsistent findings when examining these variables in isolation.

Furthermore, this study contributes to the growing body of literature on digital governance by demonstrating that digital transformation acts as an underlying enabler that strengthens the relationship between these variables and policy effectiveness. Unlike earlier studies that treat digitalization as a separate variable, this research implicitly positions it as an embedded context shaping communication patterns, resource utilization, and bureaucratic processes. This perspective offers a novel contribution by suggesting that future policy

implementation frameworks should integrate digital readiness as a core dimension rather than a supplementary factor.

In terms of differences from previous studies, this research highlights a more optimistic outcome regarding bureaucratic effectiveness, particularly in a developing country context. While many studies report bureaucratic inefficiencies, the findings here suggest that reform efforts, such as the adoption of e-procurement systems, have begun to mitigate traditional bureaucratic constraints. This divergence may be attributed to contextual factors, including local government commitment, regulatory support, and institutional learning processes. Consequently, the study provides empirical evidence that bureaucratic reform, when aligned with digital transformation, can produce tangible improvements in governance outcomes.

The scientific implication of these findings lies in the need to reconceptualize policy implementation models by incorporating dynamic and context-sensitive variables. Traditional linear models may no longer adequately explain the complexity of modern governance systems. Instead, a more holistic framework that integrates communication quality, resource capability, bureaucratic adaptability, and digital infrastructure is required. Practically, the results suggest that policymakers should prioritize integrated interventions such as capacity building, digital literacy enhancement, and organizational restructuring—to improve the effectiveness of business actor development programs.

## CONCLUSION

Based on the four main discussions in the article, it can be concluded that the transformation of contemporary cost management paradigms reflects a fundamental shift from traditional approaches focused on cost control toward strategic, value-based approaches integrated with organizational goals and competitive advantage creation; this is marked by the emergence of strategic cost management that links cost with strategy and value creation, strengthened by the integration of digital transformation which enables real-time, adaptive, and data-driven cost management, thereby improving efficiency and decision-making quality; furthermore, the evolution of Activity-Based Costing (ABC) has transformed it from merely a cost accounting tool into a strategic instrument for identifying value-added activities and enhancing organizational performance; and overall, the implementation of value-based cost management is able to optimize the relationship between cost, quality, innovation, and customer satisfaction, thus not only improving operational efficiency but also strengthening competitiveness and long-term organizational sustainability.

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