

Research Article

Strengthening Good Governance through the Optimization of the Institutional Functions of the Secretariat of the Batam City DPRD in the Era of Bureaucratic Reform

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Abstract: The Secretariat of the Regional People's Representative Council (DPRD) is a strategic institutional unit that determines the quality of local legislative function implementation. The implementation of good governance principles in this unit is a fundamental prerequisite for realizing a regional legislative institution that is accountable, transparent, and responsive to public needs. This study uses a qualitative approach with data collection techniques consisting of in-depth interviews, passive participant observation, and document review. Informants were selected through purposive sampling involving seven informants, consisting of the DPRD Secretary, three Heads of Division, one Senior Policy Analyst, one DPRD Member, and one representative of a monitoring institution. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014), while data validity was ensured through source and technique triangulation. The findings show that the implementation of good governance at the Secretariat of the Batam City DPRD remains at the developing stage, with a positive but not yet optimal improvement trend. The five dimensions of good governance examine transparency, accountability, responsiveness, effectiveness and efficiency, and participation all show gaps between ideal regulatory conditions and actual implementation in the field. The main inhibiting factors include human resource competency mismatches, limited digital infrastructure, lengthy bureaucratic procedures, weak institutional coordination, and an organizational culture that is not yet innovation-oriented. Based on these findings, a four-pillar strategy for strengthening good governance is formulated: competency-based human resource capacity strengthening, acceleration of digital transformation, strengthening of coordination mechanisms and public participation, and organizational culture transformation. This study contributes to the development of regional legislative institutional literature, particularly studies on good governance in DPRD Secretariats in nationally strategic areas.

Keywords: Digital Transformation; DPRD Secretariat; Good Governance; Institution; Public Participation.

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1. Introduction

The demand for good governance has become a major development agenda in various parts of the world since the beginning of the twenty-first century. In the global context, good governance is no longer viewed merely as a normative concept, but as a fundamental prerequisite for the creation of government that is accountable, transparent, and responsive to societal needs. The United Nations Development Programme (UNDP) emphasizes that good governance encompasses eight main characteristics: participation, consensus orientation, accountability, transparency, responsiveness, effectiveness and efficiency, equity and inclusiveness, and adherence to the rule of law.

A study by (Arwanto & Anggraini, 2022) concludes that countries that consistently implement good governance principles show a significant positive correlation with improvements in the human development index and public trust in government institutions. This is consistent with the view of (Brori et al., 2024), which states that governmental institutional transformation is a key variable in realizing quality governance in the contemporary era. Furthermore, the World Bank (2023) reports that developing countries that strengthen the institutional capacity of their regional legislative bodies are able to accelerate the public policy cycle up to 40% more efficiently than countries that neglect this institutional aspect. At the global level, decentralization of power and the strengthening of regional legislative institutions have become one of the main strategies for promoting good governance. This development requires every institutional component, including supporting organs such as legislative secretariats, to continuously improve their capacity and professionalism.

At the national level, Indonesia has placed bureaucratic reform as a strategic priority in government development. National Bureaucratic Reform, as stipulated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 and subsequently strengthened through Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN-RB) Number 25 of 2020, serves as the main framework for the comprehensive transformation of Indonesian government institutions. A study by (Pangkae & Bernardianto, 2026) found that the implementation of bureaucratic reform in Indonesia still faces complex structural challenges, particularly in strengthening the capacity of public-sector human resources, simplifying bureaucracy, and digitizing government services. This is reinforced by (Fadillah et al., 2025), who emphasize that the gap between ideal bureaucratic reform regulations and implementation practices in the field remains a serious issue requiring simultaneous academic and policy attention.

In the context of the relationship between regional legislative and executive institutions, Law Number 23 of 2014 concerning Regional Government, as amended by Law Number 9 of 2015 and the Job Creation Law, emphasizes the important role of the Regional People's Representative Council (DPRD) as a people's representative institution with legislative, budgeting, and oversight functions. These three functions cannot operate optimally without professional apparatus support and a strong institutional system. According to (Fadli et al., 2025), one of the greatest obstacles to optimizing DPRD functions in Indonesia stems precisely from the weak capacity of supporting institutions, namely the DPRD Secretariat, which should act as the operational engine of the council. The Bureaucratic Reform Index published by the Ministry of Administrative and Bureaucratic Reform in 2023 shows that the average bureaucratic reform score of regional government agencies remains at 65.4 on a 100-point scale, with change management and the strengthening of internal supervision being the lowest-performing dimensions. This data strengthens the argument for the need for an in-depth study of DPRD supporting institutions in various regions, including Batam City.

The implementation of regional autonomy for more than two decades in Indonesia has logically resulted in increasingly significant responsibilities for regional legislative institutions in carrying out checks and balances against the executive. As a people's representative institution at the regional level, the DPRD is required to become more active, responsive, and productive in producing policy outputs that serve the public interest.

Research by (Brori et al., 2024) in several regency/city DPRDs in Prabumulih reveals that the effectiveness of DPRD performance is strongly determined by the quality of administrative support provided by the DPRD Secretariat. The DPRD Secretariat is not merely an ordinary administrative unit; it is the operational backbone that determines the smoothness of the entire legislative process, budget deliberation, and oversight activities carried out by the council. This finding is consistent with (Pangkae & Bernardianto, 2026), who conclude that optimizing the institutional function of regional legislative secretariats has a direct influence on the quality of policy outputs produced by the DPRD. Nevertheless, various institutional problems are still found at the DPRD Secretariat level in many regions. These problems include the low technical competence of apparatus in the legislative field, the suboptimal management information system for proceedings, weak coordination among divisions within the secretariat, and limited apparatus understanding of good governance principles that should serve as the basis of daily work (Arman et al., 2024). This condition reflects a significant institutional gap between regulatory expectations and operational realities in the field.

Batam City, as a national strategic area designated as a Free Trade Zone and Free Port based on Government Regulation Number 46 of 2007, has governance dynamics that differ from those of other cities in Indonesia. Batam's geopolitical and geoeconomic position, directly bordering Singapore and Malaysia, places its regional governance under broader scrutiny not only from a national perspective but also from an international investment perspective. In this context, the Batam City DPRD has a highly strategic role in producing regional regulations that are conducive to the investment climate while ensuring that the interests of local communities are legally protected. A study by (Fadillah et al., 2025) notes that the legislative productivity of the Batam City DPRD during the 2019-2023 period showed an inconsistent trend, with the annual targets for the formulation of Regional Regulations not being achieved optimally in several fiscal years. This condition indicates institutional problems that require in-depth examination.

The Secretariat of the Batam City DPRD, as a regional apparatus whose main task is to provide administrative and expert services to the DPRD based on the Batam City Regional Regulation on the Organizational Structure of Regional Apparatus, faces a number of complex challenges. First, there is the challenge of adapting to the bureaucratic simplification policy mandated by PermenPAN-RB Number 7 of 2022 concerning Work Systems in Government Agencies for Bureaucratic Simplification. Second, there is the challenge of managing public-sector human resources amid the policy of converting echelon III and IV structural positions into functional positions. Third, there is the challenge of digital transformation in the management of proceedings, archiving, and public information services.

Hazh (2024), in a study on legislative secretariat institutions in island regions, states that geographical conditions and the uniqueness of a region's administrative status also influence the management pattern of DPRD supporting institutions, including apparatus recruitment, operational budgeting, and information system development. This makes the Secretariat of the Batam City DPRD a study object with distinctive characteristics that has not received much comprehensive attention from the perspective of government science. (Malau et al., 2022) remind that in an era of increasingly massive public information openness, regional legislative institutions and their secretariats face increasingly high accountability demands from civil society. Institutional inability to meet these demands not only results in low public trust but also has the potential to hinder the overall quality of local democracy.

Previous studies have generally focused on overall DPRD performance from a political perspective or examined bureaucratic reform at the level of regional executive government. Studies that specifically examine the strengthening of good governance through the optimization of the institutional functions of the DPRD Secretariat, especially in regions with distinctive geopolitical characteristics such as Batam City, remain highly limited in Indonesian academic literature. Research by (Sumiati & Kusmayanto, 2025) emphasizes that institutional research at the legislative support level has received insufficient proportional attention from academics, even though the role of the legislative secretariat is highly determinant in the overall success of council functions. A similar view is expressed by (Pratama & Yamin, 2025), who describe this phenomenon as neglected institutional research in Indonesian government science studies.

Based on the explanation above, there is a strong scientific and practical urgency to conduct a comprehensive study examining the strengthening of good governance through the optimization of the institutional functions of the Secretariat of the Batam City DPRD in the era of bureaucratic reform. This study is expected to produce an accurate problem mapping as well as applicable policy recommendations for strengthening the institutional capacity of the Secretariat of the Batam City DPRD, and to serve as a reference for other regional legislative secretariats with similar characteristics.

2. Theoretical Basis

Good Governance

Good governance is a concept of government administration that has become a dominant paradigm in public administration science since the late twentieth century. UNDP (2023) defines good governance as the exercise of political, economic, and administrative authority in managing state affairs at all levels, involving mechanisms, processes, and institutions through which citizens can express their interests, exercise their legal rights, and mediate their differences. Meanwhile, (Haryono, 2019) defines good governance as a condition in which

there is a synergistic and constructive relationship among the state, the private sector, and civil society in managing public affairs oriented toward achieving development goals effectively, efficiently, and equitably. In its application, (Andalus Handayani & Ichsana Nur, 2019) identify eight main principles of good governance: participation, consensus orientation, accountability, transparency, responsiveness, effectiveness and efficiency, equity and inclusiveness, and rule of law. These eight principles do not stand alone but are interconnected and mutually reinforcing. (Ani Lestari Ratna & S. Agus Santoso, 2019) found that the implementation of good governance that fulfills only some principles is proven unable to generate sustainable institutional change; therefore, a holistic approach to all principles is necessary in every institutional study.

Institutional Theory

Institutional theory is an analytical framework used to understand how organizations are formed, maintained, and changed in response to pressures from their institutional environment. This theory was first developed by Meyer and Rowan (1977) and DiMaggio and Powell (1983), and has continued to be refined into the contemporary era. (Malau et al., 2022) define institutions as a set of rules, norms, and values that shape the behavior of organizations and individuals within them, formed through long historical, sociological, and political processes. In its application, (Sumiati & Kusmayanto, 2025) found that the institutional capacity of an organization is strongly influenced by three main pressures: coercive pressure in the form of government regulation, mimetic pressure in the form of a tendency to imitate the best practices of other organizations, and normative pressure in the form of professionalism standards that develop within the apparatus community.

Institutional capacity itself refers to an organization's ability to perform its main functions effectively, efficiently, and sustainably. (Pratama & Yamin, 2025) identify four dimensions of institutional capacity: human resource capacity, which includes technical and managerial competence; organizational capacity, which includes structural clarity and coordination effectiveness; financial and infrastructure capacity, which relates to the adequacy of budget and supporting facilities; and adaptive capacity, which refers to the organization's ability to respond to environmental change. (Brori et al., 2024) emphasize that adaptive capacity is the most crucial dimension in the context of bureaucratic reform because it determines the extent to which an organization can transform substantively, rather than merely undergo formal-symbolic change.

New Public Governance (NPG) Theory and Bureaucratic Reform

New Public Governance (NPG) is a third-generation public governance paradigm developed as a critical response to the limitations of classical public administration (Old Public Administration/OPA) and New Public Management (NPM). (Baru et al., 2023) emphasize that this paradigm focuses on process-based policy making, organizational pluralism, and public service delivery based on trust and inter-organizational relationships. (Arwanto & Anggraini, 2022) argue that NPG provides a more relevant perspective for analyzing bureaucratic reform because it recognizes the complexity of the network of actors involved in the governance process, including legislative institutions, executive institutions, civil society, and the private sector as equal stakeholders. (Fadli et al., 2025) identify five core elements of NPG: inter-organizational trust, collaborative networks, results orientation, performance-based accountability, and service-based innovation.

Bureaucratic reform from the NPG perspective is understood not merely as an organizational restructuring effort, but as a comprehensive transformation process that includes changes in organizational culture, strengthening of human resource capacity, and improvement of governance quality oriented toward the public interest (Pangkae & Bernardianto, 2026). In Indonesia, bureaucratic reform is implemented through eight areas of change established in Regulation of the Minister of Administrative and Bureaucratic Reform Number 25 of 2020, including change management, policy deregulation, organizational structuring, business-process structuring, human resource management, accountability strengthening, supervision strengthening, and public service quality improvement. Malau et al. (2022) emphasize that the success of bureaucratic reform depends heavily on three main conditions: leadership commitment, political support from stakeholders, and the technical capacity of apparatus in implementing the changes mandated by the reform agenda.

3. Research Methods

This study uses a qualitative approach with a descriptive research design conducted at the Secretariat of the Batam City DPRD for six months. Data sources consist of primary data obtained through in-depth interviews and direct observation, as well as secondary data in the form of reviews of statutory regulations, performance reports, and relevant scientific literature. Informants were determined using purposive sampling, which may be complemented by snowball sampling if more comprehensive data depth is required. Data collection was conducted through three main techniques, namely semi-structured interviews, passive participant observation, and documentation, and was then analyzed using the interactive analysis model of Miles, Huberman, and Saldaña (2014), which includes four stages: data collection, data condensation, data display, and conclusion drawing.

4. Results and Discussion

General Overview of the Secretariat of the Batam City DPRD

The Secretariat of the Regional People's Representative Council (DPRD) of Batam City is a service element for the DPRD led by a DPRD Secretary who is administratively under and responsible to the Mayor of Batam, while technically and operationally responsible to the DPRD leadership. The legal basis for the establishment and implementation of the functions of the Secretariat of the Batam City DPRD is Government Regulation Number 18 of 2016 concerning Regional Apparatus, as amended by Government Regulation Number 72 of 2019, and Batam City Regional Regulation Number 10 of 2016 concerning the Establishment and Organizational Structure of Regional Apparatus. The main duties of the Secretariat of the Batam City DPRD are to administer secretarial and financial affairs, support the implementation of DPRD duties and functions, and provide and coordinate experts required by the DPRD in carrying out its rights and functions according to need. The functions of the Secretariat of the Batam City DPRD include: (a) administering DPRD secretarial affairs; (b) administering DPRD financial affairs; (c) facilitating DPRD meetings; (d) providing and coordinating experts required by the DPRD; and (e) performing other functions assigned by the DPRD leadership related to its duties and functions.

Implementation of Good Governance Principles at the Secretariat of the Batam City DPRD

The analysis of the implementation of good governance principles at the Secretariat of the Batam City DPRD is based on the eight UNDP (2023) principles described in the theoretical review, but focuses on the five most relevant and dominant principles based on field findings: transparency, accountability, responsiveness, effectiveness and efficiency, and participation.

Transparency

Transparency is one of the most fundamental principles of good governance, requiring openness of information and adequate data accessibility to the public. In the context of the Secretariat of the Batam City DPRD, transparency is measured through openness in the management of proceedings administration, publication of legislative products, and accessibility of budget and institutional performance information. The results of an in-depth interview with Drs. H. Ahmad Fauzi, M.Si., as Secretary of the Batam City DPRD, revealed that:

"We have made maximum efforts to open public access to information. The DPRD website has been updated periodically, and meeting minutes have been uploaded, although there are indeed delays. Our constraint is the limited number of human resources specifically assigned to manage public information in real time. One IT staff member has to handle many tasks at once, so website information updates are often delayed."

Based on the interview response of Drs. H. Ahmad Fauzi, M.Si. above, it is clearly illustrated that a commitment to information transparency does exist at the organizational leadership level. However, substantively, the statement also reveals a critical institutional reality: the imbalance between normative commitment and available technical capacity. The condition in which one information technology staff member must bear the full burden of public information management reflects an institutional gap in the human resource capacity dimension, which directly affects the suboptimal implementation of the transparency principle in the field. This statement is reinforced by Budi Santoso, S.Sos., M.A.P., Head of the Public Relations and Protocol Division of the Secretariat of the Batam City DPRD, who stated:

"Regulatorily, we are required to publish all public documents no later than 10 working days after the documents have been processed. In reality, our average publication delay remains around 15 to 21 working days. The main cause is not unwillingness, but the lengthy internal bureaucratic process before a document can be declared suitable for publication."

Based on the interview response of Mr. Budi Santoso, S.Sos., M.A.P., there is highly significant empirical confirmation that transparency practices at the Secretariat of the Batam City DPRD have not fully met the normative standards established by regulation. The average delay of 15 to 21 working days in publishing public documents, while regulation requires a maximum of 10 working days, is a concrete indicator of a transparency deficit stemming from the length of the internal bureaucratic chain. This finding is consistent with Wahyudi and Anggraini (2024), who identify layered internal bureaucratic procedures as one of the main sources of transparency barriers in regional legislative institutions in Indonesia. An external perspective was conveyed by Yusril Ihza, S.H., Executive Director of the Batam Public Policy Monitoring Institution, who stated:

"We routinely monitor the openness of information at the Batam City DPRD. Based on our experience, public information requests we submit are generally answered only within 12 to 18 working days, even though the Public Information Disclosure Law requires a response within a maximum of 10 days. Even for certain documents, such as financial reports on official travel by council members, we had to file an information dispute with the Information Commission of Riau Islands Province because no response was received."

Based on the interview response of Mr. Yusril Ihza, S.H., an important and objective external perspective was obtained regarding the transparency condition of the Secretariat of the Batam City DPRD. The experience of a monitoring institution that had to pursue an information dispute process to access certain documents is a very serious indicator that implementation of the transparency principle remains far from ideal. This condition is not only a violation of Law Number 14 of 2008 concerning Public Information Disclosure, but also directly weakens the external oversight mechanism over the performance of regional legislative institutions, which is an important pillar of the local democratic system.

Table 1. Achievement of Transparency Indicators of the Secretariat of the Batam City DPRD, 2022-2024

Indicator	Standard	2022	2023	2024	Trend
Time for publication of meeting minutes (working days)	≤ 10 days	23 days	20 days	18 days	↓ Improving
Response time for public information requests (working days)	≤ 10 days	19 days	16 days	15 days	↓ Improving
Percentage of Regional Regulation documents published online (%)	100%	62%	71%	78%	↑ Increasing
Percentage of financial reports published on time (%)	100%	45%	58%	67%	↑ Increasing
Number of information disputes submitted to the Information Commission (cases/year)	0	4	3	2	↓ Improving

Source: Report of the Information and Documentation Management Officer (PPID), Secretariat of the Batam City DPRD, 2022-2024

The data in Table 1 show that although there has been a consistent improvement trend across all transparency indicators during the 2022-2024 period, actual achievements still do not meet the standards established by regulation. This condition indicates that efforts to improve transparency at the Secretariat of the Batam City DPRD remain in the phase of incremental improvement, rather than the phase of transformational change that is truly required to realize the principle of transparency substantively.

Accountability

Accountability in the institutional context of the DPRD Secretariat includes responsibility for budget use, service performance, and program implementation to stakeholders, particularly the DPRD leadership, the Mayor of Batam, and the wider community. In an in-depth interview, Ir. Sari Rahmawati, M.M., Head of the General and Finance Division of the Secretariat of the Batam City DPRD, stated:

"Our financial accountability system has functioned quite well. Our financial reports have consistently received an Unqualified Opinion (WTP) from the Audit Board of Indonesia (BPK). However, for non-financial performance accountability, we acknowledge that many tasks remain to be completed. Our individual apparatus performance measurement system is still not well integrated, making it difficult to measure each staff member's contribution to overall organizational performance achievements."

Based on the interview response of Ir. Sari Rahmawati, M.M., a dual condition of accountability is identified and is interesting to analyze. On one hand, financial accountability represented by BPK's WTP opinion shows good achievement and indicates an administratively orderly financial management system. On the other hand, the weakness of the non-financial performance measurement system constitutes a significant accountability gap. This condition is consistent with the findings of Rahayu, Kusuma, and Fauzi (2022), who state that the dualism between good financial accountability and weak performance accountability is a common phenomenon in Indonesian regional government agencies, and that this condition often becomes a blind spot in bureaucratic reform evaluation that focuses too narrowly on financial aspects alone. A similar point was conveyed by Dewi Anggraini, S.AP., M.Si., Senior Policy Analyst at the Secretariat of the Batam City DPRD:

"The fundamental problem is that the Employee Performance Targets (SKP) we prepare every year do not always reflect the real work we perform daily. Many spontaneous or incidental tasks are not captured in the SKP document, so when assessed, performance achievements appear good on paper, but the reality is not always the same. This is a serious weakness in our performance accountability system."

Based on the interview response of Ms. Dewi Anggraini, S.AP., M.Si. above, a fundamental problem is revealed in the apparatus performance accountability system that is structural and systemic in nature. The mismatch between Employee Performance Target (SKP) documents and the actual work performed is a manifestation of decoupling in institutional theory, namely the separation between an organization's formal structure and actual work practices in the field. This condition not only weakens individual accountability but also causes distortions in the assessment of overall organizational performance, ultimately hindering evidence-based improvement efforts that are truly needed in the era of bureaucratic reform. The service-user perspective was conveyed by H. Rudi Firmansyah, S.E., a member of the Batam City DPRD from Commission II:

"As council members, we depend fully on the support of the secretariat. In general, I have seen improvement over the last two years. However, there are still complaints from my colleagues about delays in preparing meeting materials, inconsistencies in managing the meeting schedule, and sometimes documents prepared that do not match the discussion needs. These are the issues we hope can be improved."

Based on the interview response of Mr. H. Rudi Firmansyah, S.E., an important picture is obtained regarding accountability perceptions from the perspective of the secretariat's primary service users, namely DPRD members themselves. Although performance improvement in the last two years is acknowledged, the complaints expressed—delays in preparing meeting materials, inconsistencies in managing meeting schedules, and mismatches between documents and discussion needs—indicate that the service standards expected by council members have not been fully met. From the New Public Governance perspective, service-user dissatisfaction is a signal that must be captured and followed up systematically as part of a performance-based accountability mechanism.

Responsiveness

Responsiveness is the ability of an institution to respond to the needs and demands of stakeholders in a timely and targeted manner. In the context of the Secretariat of the Batam City DPRD, responsiveness is measured by the speed and quality of responses to the needs of DPRD members, public aspiration demands, and evolving regulatory dynamics. Hendra Gunawan, S.H., M.H., Head of the Proceedings and Legislation Division, expressed his view:

"Our responsiveness to proceedings needs is already quite good. When there is a sudden meeting set by the DPRD leadership, we can prepare all proceedings logistics within 3 to 4 hours. What remains a challenge is responsiveness to the research and study needs required by council members to understand the substance of Draft Regional Regulations. Our expert staff are limited, so the depth of analysis we can provide to council members is still not optimal."

Based on the interview response of Mr. Hendra Gunawan, S.H., M.H. above, a bifurcation is identified in the level of responsiveness of the Secretariat of the Batam City DPRD. Responsiveness in the administrative-logistical dimension is relatively good, marked by the ability to prepare sudden meetings within 3 to 4 hours. However, responsiveness in the substantive-scientific dimension, which actually has a greater influence on the quality of legislative products, remains highly limited due to insufficient expert capacity. This condition reflects an imbalance in institutional capacity investment, which is more heavily focused on the administrative dimension than the substantive dimension, even though legislative quality depends heavily on the depth of substantive support provided by the secretariat to council members. Dewi Anggraini, S.AP., M.Si. added:

"There is a real gap between the expectations of council members and what we can prepare. Council members often need comparative policy data across regions, current academic studies, or policy impact analyses, while our staff have not been trained to produce such analytical products. This is not a matter of willingness, but of capacity that must indeed be built systematically."

Based on the interview response of Ms. Dewi Anggraini, S.AP., M.Si., a phenomenon known in institutional studies as a capacity gap is revealed. The statement that this is "not a matter of willingness, but of capacity" is an honest and highly important admission from a field practitioner, indicating that responsiveness barriers are not motivational but structural. This condition confirms the need for systematic investment in developing the technical-analytical capacity of apparatus within the Secretariat of the Batam City DPRD, which must become an integral part of the institutional bureaucratic reform agenda.

Effectiveness and Efficiency

Effectiveness and efficiency relate to an institution's ability to achieve expected results by using available resources optimally. In the context of the Secretariat of the Batam City DPRD, this dimension is measured by the achievement of organizational performance targets and the optimization of budget use. Drs. H. Ahmad Fauzi, M.Si. stated:

"Our performance achievements over the last two years have ranged from 82 to 87 percent of the target. This is indeed not ideal, but considering the existing conditions—budget limitations, ongoing bureaucratic simplification, and an increasing workload—I think this achievement is quite good. The issue is that some Regional Regulation targets were not achieved because of coordination problems between the secretariat and the factions, not solely because of weaknesses within the secretariat."

Based on the interview response of Drs. H. Ahmad Fauzi, M.Si., it is illustrated that organizational performance achievements ranging from 82 to 87 percent do indicate serious efforts to meet established targets. However, what is interesting for further analysis is the argument that the failure to achieve legislative targets is largely caused by coordination problems with the factions. From the New Public Governance perspective, this argument actually reveals a more fundamental problem: the weak function of the DPRD Secretariat as a coordination facilitator among actors in the legislative process. A strong secretariat should be able to build and maintain effective coordination mechanisms among all stakeholders in the legislative process, so that coordination delays do not become a recurring systemic obstacle. Ir. Sari Rahmawati, M.M. added a budget-efficiency perspective:

"Our budget efficiency continues to improve. Our budget absorption in 2024 reached 93.7 percent, up from 89.2 percent in 2023 and 85.6 percent in 2022. However, it must be understood that high budget absorption does not automatically mean true efficiency. We still find several budget posts that are fully absorbed but whose outputs are not optimal, and conversely, there are several effective programs whose budgets are not absorbed because of administrative barriers in procurement."

Based on the interview response of Ir. Sari Rahmawati, M.M., a highly valuable critical insight is revealed: a high level of budget absorption does not always represent true efficiency. This statement reflects a mature understanding of the difference between administrative efficiency and substantive efficiency. The condition in which a budget is fully absorbed but output is not optimal is a symptom of allocative inefficiency, while effective programs hindered by procurement procedures are a manifestation of procedural inefficiency. These two types of inefficiency require different improvement approaches and cannot be solved merely by encouraging higher budget absorption.

Table 2. Performance and Budget Achievements of the Secretariat of the Batam City DPRD, 2022-2024

Indicator		Target	2022	2023	2024
Organizational Performance Achievement (%)		100%	82.3%	85.1%	87.4%
Budget Absorption (%)		95%	85.6%	89.2%	93.7%
Number of Regional Regulations Enacted (Perda)		12	8	9	10
Number of Meetings/Proceedings Facilitated		240	221	234	238
SAKIP Score (Performance Accountability System)		B	CC	B	B
Council Member Satisfaction Index (scale 1-100)		80	67	72	76

The data in Table 2 show a positive and consistent improvement trend across all performance and budget indicators during the 2022-2024 period. However, several key indicators, such as the number of Regional Regulations enacted (still below the target of 12 Regional Regulations per year) and the Council Member Satisfaction Index (76 out of a target of 80 in 2024), still require more systematic policy attention and intervention.

Participation

The participation dimension in good governance in the context of the Secretariat of the Batam City DPRD relates to the extent to which the secretariat facilitates public involvement in the legislative and oversight processes carried out by the DPRD. Budi Santoso, S.Sos., M.A.P. stated:

"We have a recess mechanism that allows council members to directly absorb community aspirations. The secretariat is responsible for facilitating the entire recess process, from logistics to reporting the results. However, when it comes to public participation in the discussion of Draft Regional Regulations, I admit that it remains very limited. Public consultation activities do exist, but they are often merely formalities, and the participants who attend are mostly the same people from meeting to meeting."

Based on the interview response of Mr. Budi Santoso, S.Sos., M.A.P. above, a significant contradiction is identified between the availability of formal mechanisms for public participation and the quality of substantive participation that actually occurs. The acknowledgment that public consultations are "often merely formalities" and attended by "the same people from meeting to meeting" is a strong indication of symbolic participation, in which mechanisms for public involvement are implemented merely to fulfill regulatory requirements rather than as a genuine effort to integrate public aspirations into the legislative process. This condition is fundamentally contrary to the participation principle in good governance, which requires meaningful, inclusive public involvement that influences policy substance. Yusril Ihza, S.H. strengthened this finding by stating:

"Based on our experience in monitoring Batam City DPRD sessions, public access remains very limited. To attend a Special Committee (Pansus) meeting discussing a Draft Regional Regulation, for example, there is no clear and open mechanism. Invitations are often closed or addressed only to certain parties. Members of the public who want to monitor the legislative process do not know what they should do."

Based on the interview response of Mr. Yusril Ihza, S.H., confirmation is obtained from the perspective of civil society that public participation mechanisms in the legislative process of the Batam City DPRD remain highly exclusive and nontransparent. The absence of a clear and open mechanism for the public to attend the discussion process of Draft Regional Regulations is not only a participation deficit, but also a serious obstacle to the realization of social oversight, which is a fundamental pillar in the representative democratic system at the regional level. Pratama and Wibowo (2023) emphasize that without meaningful public participation in the regional legislative process, the quality of policy products tends to favor the interests of political elites rather than those of the wider community.

Good Governance Strengthening Strategy at the Secretariat of the Batam City DPRD

Based on all the field findings analyzed and discussed above, a comprehensive, contextual, and applicable good governance strengthening strategy is formulated for the Secretariat of the Batam City DPRD. This strategy is built on four main pillars that mutually reinforce one another, as described below:

First Pillar: Competency-Based Human Resource Capacity Strengthening

The first and most fundamental strategy is strengthening the capacity of public-sector human resources through a competency-based approach. Dewi Anggraini, S.AP., M.Si. conveyed her recommendation:

"The most urgent step is to conduct comprehensive competency mapping, then restructure staff placement based on the results of that competency map. After that, an intensive and continuous capacity-building program must be designed specifically according to the competency gaps identified. This should not be ceremonial training, but technical training that truly improves daily work capabilities."

Based on the interview response of Ms. Dewi Anggraini, S.AP., M.Si., a highly concrete and implementable strategic recommendation is formulated: (1) competency mapping as the basis for position placement; (2) placement restructuring based on competency-map results; and (3) intensive, specific, and actual-performance-oriented capacity-building programs. These three stages constitute an inseparable strategic unity, because competency mapping without follow-up restructuring and training will only produce data that has no real impact. Siregar and Nasution (2024) emphasize that a competency-based approach in public-sector human resource management has been proven to significantly improve the performance of government organizations when implemented consistently and comprehensively.

Second Pillar: Acceleration of Digital Transformation and Information Systems

The second strategy is accelerating digital transformation through the implementation of an integrated management information system. Budi Santoso, S.Sos., M.A.P. stated:

"We need to immediately implement an integrated e-proceedings system, in which the entire process—from meeting scheduling, document distribution, and minute taking to the publication of minutes—is carried out through a single digital platform directly connected to the DPRD website. This will automatically solve the publication-delay problems we have faced so far, while drastically increasing work efficiency."

Based on the interview response of Mr. Budi Santoso, S.Sos., M.A.P., a very clear vision is illustrated regarding the digital solution needed. The implementation of an integrated e-proceedings system will not only solve the problem of publication delays, but will also bring broader transformative impacts: increasing transparency, facilitating public oversight, reducing potential administrative errors, and building strong institutional memory through structured digital archiving. Fitriani and Rohmah (2025) identify that comprehensive digital transformation in regional legislative secretariats can increase the Council Member Satisfaction Index by up to 35% and reduce the average time required for preparing proceedings documents by up to 60%.

Third Pillar: Strengthening Institutional Coordination and Communication Mechanisms

The third strategy is strengthening internal coordination mechanisms and external communication. Drs. H. Ahmad Fauzi, M.Si. described the concrete steps being planned:

"We are designing an internal application-based coordination system that connects all divisions in the secretariat in real time. With this system, information will no longer be blocked or delayed between divisions. In addition, we also plan to build a more inclusive and open public consultation mechanism, including developing a digital aspiration platform so that the public can participate in the legislative process without having to be physically present."

Based on the interview response of Drs. H. Ahmad Fauzi, M.Si. above, two mutually complementary directions of coordination strengthening are identified: internal coordination through an integrated information system and public participation through a digital aspiration platform. These two initiatives will simultaneously strengthen the two good governance principles whose implementation is currently weakest, namely institutional responsiveness and public participation. From the New Public Governance perspective, strengthening coordination networks that connect the secretariat, DPRD factions, the regional executive, and civil

society is the foundation for realizing genuinely democratic and public-interest-oriented legislative governance.

Fourth Pillar: Organizational Culture Transformation and Internalization of Good Governance Values

The fourth strategy is organizational culture transformation through the internalization of good governance values as the basis of daily work behavior. H. Rudi Firmansyah, S.E., from the perspective of a DPRD member, stated:

"Changes in systems and regulations alone are not enough if the work culture does not change. What we expect from the secretariat is apparatus who are proactive, not waiting for orders; apparatus who are solution-oriented, not excuse-oriented; apparatus who take pride in the quality of their work, not merely fulfilling formalities. This cultural change is what will truly make a real difference in the long term."

Based on the interview response of Mr. H. Rudi Firmansyah, S.E., the most fundamental and also most challenging dimension of change in the good governance strengthening agenda is revealed: organizational culture transformation. The expectation for apparatus who are proactive, solution-oriented, and proud of work quality represents the values of an excellent work culture that are truly the spirit of good governance and bureaucratic reform. Amirullah and Hasanah (2022) emphasize that organizational culture transformation is a prerequisite for the success of all other institutional reforms; without cultural change, system and regulatory changes will only produce formal compliance without substantive change. This cultural transformation strategy can be implemented through a structured change management program, strengthening of a performance-based reward system (merit system), and internalization of good governance values through training, role modeling, and consistent organizational communication.

4. Conclusions

The implementation of good governance at the Secretariat of the Batam City DPRD remains at the developing stage, marked by a transparency deficit in document publication, accountability that is more procedural than substantive, limited technical responsiveness, organizational performance achievements in the range of 82.3-87.4 percent, and the phenomenon of symbolic participation in public consultations. This condition is exacerbated by multidimensional inhibiting factors, including human resource competency mismatches, limited digital infrastructure, lengthy bureaucratic chains, weak coordination, and organizational cultural resistance that mutually reinforce one another and form an institutional trap. To address these issues, a phased four-pillar integrative strategy is recommended, covering competency-based human resource capacity strengthening, acceleration of digital transformation through an integrated e-proceedings system, strengthening of institutional coordination and expansion of public participation, and organizational culture transformation through structured change management. These recommendations are directed to all stakeholders, ranging from the DPRD Secretariat, the DPRD, and the Batam City Government to the Ministry of Home Affairs and the Ministry of Administrative and Bureaucratic Reform, with the emphasis that strengthening good governance in legislative support institutions is not merely an administrative matter, but a long-term institutional investment that determines the quality of local democracy and public trust in regional legislative institutions.

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