

Research Article

Evaluating the Role of the Regional People's Representative Council (DPR) Secretariat in Supporting the Administration of Legislative Function: A Public Policy Implementation Perspective in East Java Province

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Abstract: The Secretariat of the Regional People's Representative Council (DPRD) is an inseparable component of the structure of regional government, both at the provincial and the regency/city level, and is closely related to the performance of the DPRD. Nevertheless, many parties still do not fully understand the role and function of the DPRD Secretariat in its daily activities. This study evaluates the role of the East Java Provincial DPRD Secretariat in supporting the administration of the DPRD functions through the lens of public policy implementation theory. A qualitative descriptive approach was employed, with the research conducted at the Office of the East Java Provincial DPRD Secretariat. Informants comprised DPRD members, officials, and staff within the East Java Provincial DPRD environment, consisting of four key informants and six main informants. Data were gathered through documentation and in-depth interviews and analyzed using triangulation by matching interview data, observations, and supporting documents. The findings indicate that, in implementing the representative function of the Provincial DPRD, the role of the Secretariat—particularly the staff—remains largely confined to facilitating completeness requirements that support the three functions of the DPRD: legislation, budgeting, and oversight. The DPRD Secretary, drawn from the civil-service (PNS) corps and tasked with serving the Council, has performed a meaningful role that is, however, not yet fully optimal. Although the staff role is essentially facilitative, performance improvement is required to prepare the needs of DPRD members more carefully, especially in support of the legislative function. Viewed against implementation theory, the constraints observed—weak inter-agency coordination, insufficient human resources, excessive specialization, and unclear procedures—correspond to deficiencies in communication, resources, and bureaucratic structure. It is recommended that staff participate more frequently in education and training programs to strengthen competence.

Keywords: Administration; Function; Policy Implementation; Role; Secretariat.

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1. Introduction

Representative Council (Sekretariat DPRD) occupies a strategic position within the structure of regional government in Indonesia. It supports the work of Council members across the full activity cycle—from planning and administration to the preparation and execution of every agenda. In carrying out these duties the East Java Provincial DPRD Secretariat faces a demanding workload that is not always matched by adequate staff capacity. Field observation reveals that staff performance is not yet fully optimal in supporting the functions of the DPRD, as reflected in persistent discipline problems such as late arrival,

leaving before the end of working hours, and irregular attendance, all of which carry significant consequences for the Council's ability to discharge its duties.

To perform its principal tasks the Secretariat requires competent and professional apparatus capable of raising the quality of service and support extended to the leadership and members of the DPRD. At present the Secretariat is supported by a total of 105 civil servants (Pegawai Negeri Sipil, PNS) and 10 government employees on work agreements (Pegawai Pemerintah dengan Perjanjian Kerja, PPPK), serving 120 members of the East Java Provincial DPRD. The composition of staff by educational attainment is summarized in Table I.

Table 1. Composition of the East Java Provincial DPRD Secretariat Staff by Education (2024).

Educational Attainment	Number
Senior High School (SLTA)	22
Diploma (D-III)	5
Bachelor (S1/D-IV)	63
Master (S2)	25
Total	115

Source: Head of the Administration and Personnel Sub-Division, East Java Provincial DPRD Secretariat, 2024. Of the 115 personnel, 105 are civil servants (PNS) and 10 are contract employees (PPPK).

Relative to the volume and complexity of the work entailed in serving 120 Council members, this human-resource capacity is comparatively limited. Because the comfort and smooth operation of the leadership and members of the DPRD depend heavily on the effectiveness of the facilitation provided, the role of the Secretariat in supporting the execution of the DPRD's tasks and functions is highly critical.

Conceptually, the role of the Secretariat may be understood as the dynamic aspect associated with the discharge of its tasks in providing administrative services to Council members. These services encompass secretarial administration, financial administration, the provision and coordination of expert staff required by members, and other administrative services that support the three core functions of the DPRD—legislation, budgeting, and oversight.

From the standpoint of public policy implementation, the Secretariat is best conceived as the administrative apparatus through which the policy outputs of the legislature are operationalized. The classic literature treats implementation as the decisive “missing link” between policy intent and policy outcome. Edwards III identifies four determinants of effective implementation—communication, resources, disposition, and bureaucratic structure—while Van Meter and Van Horn emphasize the linkage between policy standards, resources, and the characteristics of the implementing agency. Because much of the Secretariat's work is performed by front-line staff exercising discretion in the delivery of services, the street-level bureaucracy perspective is equally pertinent.

Field observation nonetheless identified several problems related to the development of the services and support provided by the Secretariat: (1) the formulation of measurable performance targets and a rational, proportional performance appraisal capable of raising service quality and satisfaction; (2) the execution of the Sessions Division's tasks—preparation of meeting minutes, session administration, resumes, and reports—which is not yet judged efficient and effective; and (3) the still sub-optimal professionalism of the apparatus, for example in problem analysis, the planning and coordination of sessions, the drafting of resumes, and the periodic documentation of proceedings.

Against this background, the present study pursues two objectives: (1) to evaluate the role of the DPRD Secretariat in supporting the administration of the DPRD's functions in East Java Province; and (2) to identify the factors and constraints faced by the Secretariat in supporting those functions. Framing the inquiry within implementation theory allows the descriptive findings to be interpreted as evidence of implementation capacity rather than as isolated administrative observations.

2. Literature Review

Public Policy and Policy Implementation

Public policy is commonly understood as a course of action adopted by government to address a public problem, the policy process comprising a sequence of stages—agenda setting, formulation, adoption, implementation, and evaluation. Implementation research has evolved from “top-down” models that begin with an authoritative decision toward “bottom-up” approaches that foreground the behavior of front-line actors, and finally toward syntheses that combine the two. Mazmanian and Sabatier specify the conditions under which statutory objectives are likely to be attained, whereas Grindle locates implementation success in the content and context of policy. Matland's ambiguity–conflict framework clarifies why administrative implementation differs from political or experimental implementation. For an administrative support body such as a DPRD Secretariat, implementation is chiefly administrative: outcomes turn on resource adequacy, clear standards, and the disposition of implementers.

Public Administration

Public administration is the process of executing decisions and policies for the benefit of the state and society—governance by the public, for the public, and in the public interest. Contemporary scholarship moves from the New Public Management emphasis on efficiency and managerialism toward the New Public Service, which stresses serving citizens rather than steering them, and toward networked governance in which public value is co-produced across organizations. A legislative secretariat sits squarely within this service-oriented tradition.

Organization, Bureaucracy, and the Line-Staff Distinction

An organization is a formal cooperation of two or more persons to achieve defined goals. Weber's account of bureaucracy—hierarchy, written rules, division of labor, and impersonal

procedure—remains the analytical baseline for public organizations [18]. Within line-and-staff structures, line personnel perform activities directly tied to organizational goals, while staff personnel perform supporting activities that secure operational continuity and harmonious cooperation. The principal function of staff analysis is to ease the burden of leadership in problem solving and decision making [19]; staff may serve as advisor, spokesperson, and consultant, translating leadership intent into policy formulations and plans of action.

Role Theory

Role refers to the behavior expected of a person occupying a given position in a social structure; it must be distinguished from the static notion of position or status. Role theory analyzes the patterned expectations attached to positions and the behavior that fulfills them. Merton's concept of the role-set highlights the array of relationships, and potential conflicts, that accompany a single status, while Katz and Kahn treat organizations as systems of interlocking roles sustained by role expectations and role sending. A useful operational distinction separates expected roles—the ideal performance that cannot be negotiated—from actual roles, the more flexible manner in which a role is in fact carried out and adapted to circumstances.

The DPRD Secretariat and the Functions

The organization of a DPRD Secretariat typically comprises: (A) a General Affairs Division, including the Administration and Personnel Sub-Division and functional position groups; (B) a Program and Finance Division; (C) a Sessions and Legislation Division; and (D) a Budgeting and Oversight Facilitation Division. The DPRD itself is a regional representative institution whose members are elected directly by the public, and which forms part of regional governance. The East Java Provincial DPRD exercises three functions: legislation, the formation of regional regulations together with the executive; budgeting, the preparation and adoption of the regional budget (APBD) and its amendments; and oversight, the monitoring of the implementation of laws, regulations, and policies established by the regional government.

3. Method

This study employs a qualitative descriptive design, a type of research that aims to provide a systematic, factual, and accurate account of phenomena in the field, describing facts, characteristics, and the relationships among the phenomena under study. The research was conducted at the Office of the East Java Provincial DPRD Secretariat.

Objects and Informants

Informants comprised officials, DPRD members, and staff within the East Java Provincial DPRD Secretariat. Four key informants were selected purposively: the DPRD Secretary, the Head of the General Affairs Division, the Head of the Sessions and Legislation Division, and the Head of the Program and Finance Division. Six main informants comprised members of the DPRD together with officials and staff within the Secretariat.

Data Collection

Data were collected in a natural setting using primary sources obtained through documentation and in-depth interviews. Interviews were guided yet open-ended, allowing informants to elaborate on the role of the Secretariat across secretarial administration, financial administration, and the facilitation of sessions.

Data Analysis

Data were analyzed using the triangulation technique—matching evidence from interviews, observation, and supporting documents to strengthen the validity of the interpretation. Analysis proceeded through data condensation, data display, and the drawing and verification of conclusions.

4. Results and Discussion

The Role of Secretarial Administration

Government agency performance is the instrument through which an institution discharges its accountability for the success or failure of its mission, integrating strategic planning, performance planning, performance measurement, and performance reporting. The DPRD Secretary, Mr. Moh. Ali Kuncoro, situated the Secretariat's mandate as follows:

“Essentially the task of the East Java Provincial DPRD Secretariat is to serve the DPRD and to provide support for the Council's duties and functions. Technically and operationally we are under, and accountable to, the leadership of the DPRD, but administratively we are accountable to the Governor of East Java through the Regional Secretary.”

The Head of the General Affairs Division, Mr. Danu Ardhiarso, explained the coordinating character of his unit:

“The General Affairs Division coordinates, facilitates, and evaluates official correspondence within the Administration and Personnel Sub-Division, together with household, maintenance, and equipment matters handled by functional groups led by team leaders, so that each staff member is assigned to carry out these functions.”

The Head of the Administration and Personnel Sub-Division, Mr. Bambang Suhermanto, added that the sub-division performs the secretarial-administration function for the leadership and the Secretariat and also handles personnel affairs for the Secretariat and for Council members through the fractions. A staff member of the same sub-division, Mr. Marsono, detailed the allocation of tasks:

“We staff in the Administration and Personnel Sub-Division each have specific tasks: issuing correspondence for visits and meetings of the Secretariat, the DPRD leadership, and other supporting bodies; issuing assignment letters for the administration of official travel; archiving; and personnel administration.”

These accounts indicate that the secretarial-administration role is crucial to supporting the tasks and functions of the DPRD, as evidenced by the volume of official documents issued. The Secretariat manages its personnel effectively in distributing work, each staff member holding a defined administrative assignment in support of Council members. Interpreted through Edwards III's framework, this clarity of assignment and the documented

flow of instructions correspond to the *communication* and *bureaucratic-structure* determinants of effective implementation .

A member of the DPRD, Mr. Musyafak, affirmed that the administrative services—correspondence for working visits, official letters, and assignment orders—are highly helpful, with only minor discrepancies arising from field dynamics that he did not regard as serious errors. The Head of the General Affairs Division likewise reported that miscommunication is rare and, when it occurs, generally stems from the substitution of absent staff. Following Handayani, coordination is an organic function of leadership that secures the smooth operation of work procedures, reduces conflict among organizational components, and maximizes cooperation toward organizational goals.

The Role of Financial Administration

Financial administration concerns the management of all activities related to finance in pursuit of organizational goals. The Secretariat administers finance both for the DPRD and for itself. The DPRD Secretary noted that, besides secretarial administration, the Secretariat serves financial administration for Council members—from program preparation and management to accountability reporting. The Head of the Program and Finance Division, Ms. Sri Nurwidayati, described her division's mandate as preparing the budget program, managing finances, and compiling financial reports for both the DPRD and the Secretariat. A staff member, Mr. Galang Ade Rambawana, elaborated:

“Every staff member in the Program and Finance Division is assigned according to capacity—planning budgetary needs, managing the finances of the leadership, members, and Secretariat, and compiling performance and budget reports of the Secretariat.”

To build a sound financial system the division performs verification of household needs, equipment needs, and the financial accountability of both the DPRD and the Secretariat, coordinating routinely with the Government Internal Supervisory Apparatus (APIP) or Inspectorate. Ms. Sri Nurwidayati explained that frequent coordination with the Inspectorate keeps financial processes within the correct regulatory corridor, and Mr. Galang Ade Rambawana added that every financial process passes through verification to ensure that accountability files (SPJ) are complete and compliant, thereby preventing future problems.

The DPRD Secretary welcomed this routine coordination as a means of keeping the institution's financial system accurate and rule-compliant, and a member of the DPRD, Ms. Anik Maslachah, expressed appreciation for the guidance received on proper accountability files. Although informants observed that verification can appear procedurally heavy, its purpose is to protect the DPRD and the Secretariat from administrative error. Read through the implementation lens, this verification regime and the inter-agency coordination with the Inspectorate exemplify the *resources* and *bureaucratic-structure* conditions that underpin accountable implementation , , since the budget administered is public money that must be used and accounted for properly.

The Role of Facilitating Sessions (Legislative Function)

The Secretariat provides support to the Provincial DPRD in the legislative field. The DPRD Secretary affirmed that one of the Secretariat's tasks is to support members in carrying out the DPRD's functions in legislation. The Head of the Sessions and Legislation Division, Mr. Syamsiar Aulia Rahman, explained that his division's tasks are directed at supporting the legislative function of Council members, and a staff member, Ms. Eva Andriani, specified those tasks:

"In the Sessions and Legislation Division our tasks include preparing plenary meetings, drafting meeting minutes, preparing the regional regulation formation program, and handling protocol, publication, and public-relations matters."

A member of the DPRD, Ms. Anik Maslachah, underscored the indispensability of the staff to the legislative function:

"The function of the DPRD would not run without the contribution of the Secretariat staff. Their contribution accords with their principal tasks and functions; for example, in meetings or plenaries on the formation of regional legal products, the staff facilitate everything the DPRD requires. Every member of the Secretariat plays an important role in implementing the DPRD's functions."

A further member, Mr. Musyafak, observed that the staff understand their principal tasks well, so that service to members runs smoothly. With the Secretariat facilitating the conduct of sessions and meetings, the legislative function of the DPRD can proceed as intended, enabling members—as legislators—to adjust the regulations they form so that these take timely effect for the wider public of East Java. This facilitative discretion exercised by front-line staff is precisely the dynamic emphasized by the street-level bureaucracy perspective, in which the quality of routine, discretionary service delivery determines whether higher-order policy goals are realized.

Factor and Constraints Faced by the Secretariat

Tasks related to the archiving of meeting minutes, fraction speeches and views, and the documentation of DPRD activities are carried out well, in accordance with technical guidelines, and staff understand their respective duties. A member of the DPRD, Ms. Anik Maslachah, confirmed that staff are well versed in supporting legislation, budget-policy setting, and oversight, and that document and data readiness for budget (APBD) deliberations is satisfactory. Nevertheless, constraints persist, chiefly in the coordination of task execution, attributable to:

- a. weak coordination with other regional agencies (OPD), as when invited agencies fail to attend deliberations on draft regulations or budgets owing to conflicting agendas;
- b. an insufficient number of human resources within the Secretariat;
- c. excessive division of labor or specialization within the organization; and
- d. procedures and working arrangements that are unclear, convoluted, and not known to all parties to the cooperation.

These four constraints map directly onto the determinants of implementation. Weak inter-agency coordination and convoluted procedures reflect deficiencies in *communication* and *bureaucratic structure*; the shortage of personnel is a *resource* deficiency; and excessive specialization signals a structural rigidity that impedes flexible service , , . The evidence therefore suggests that the Secretariat's facilitative role is sound in design but constrained in execution by classic implementation-capacity gaps.

5. Conclusion

Conclusion

First, across the dimensions of secretarial administration, financial administration, and session facilitation, the East Java Provincial DPRD Secretariat supports the three functions of the DPRD primarily by facilitating completeness requirements. The DPRD Secretary—a civil servant assigned to serve the Council—performs a meaningful role that is not yet fully optimal. Overall the Secretariat enacts three forms of role: facilitating DPRD activity in the legislative function; coordinating the programs of the DPRD and the regional government in the budgeting function; and providing administration and management in the oversight function.

Second, the factors that constrain the Secretariat in supporting the DPRD's functions are: weak coordination with other regional agencies, especially during deliberations on draft regulations or budgets; an insufficient number of human resources; an excessive division of labor or specialization; and procedures and working arrangements that are unclear, convoluted, and not uniformly understood. Interpreted through implementation theory, these correspond to gaps in communication, resources, and bureaucratic structure.

Recommendations

First, in managing secretarial administration the DPRD Secretary should formulate Standard Operating Procedures (SOPs) setting out, in chronological order, the steps required to complete each task, so that activities such as correspondence and the planning of meetings are carried out on time. Second, staff should more actively coordinate and facilitate the archiving of meeting minutes, speeches, and the documentation of DPRD activities in accordance with the prevailing technical guidelines. Third, and consistent with the resource-capacity constraints identified, staff should participate more frequently in education and training programs to strengthen their competence.

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