

The Capacity of Human Resources at the Bontang City DPRD Secretariat in Supporting the Legislative Function: An Analysis of Competencies and Bureaucratic Barriers

Mappaelo¹, Bambang Irawan², Saipul³

^{1,2,3}Universitas Mulawarman, Samarinda, Indonesia

Email: elomtw@gmail.com

Abstract

This study aims to examine how bureaucratic competence and institutional constraints influence the effectiveness of legislative support provided by the Secretariat of the Regional House of Representatives of Bontang City in carrying out its legislative function. The study employs a qualitative approach with a case study design to capture empirical conditions related to the technical, managerial, and behavioral capacities of public officials, as well as structural and procedural obstacles within the organizational environment. The findings indicate that disparities in staff competencies, low educational qualifications, ineffective internal coordination, and rigid administrative procedures have hindered the timely provision of legislative support. In addition, limited technological facilities and a reactive work culture have reduced organizational responsiveness. The study concludes that enhancing the effectiveness of legislative support requires integrated efforts through strengthening staff capacity, simplifying bureaucratic procedures, improving coordination mechanisms, and reforming organizational work culture within the Secretariat of the Regional House of Representatives of Bontang City.

Keywords: *Legislative Support, Staff Competence, Bureaucratic Constraints, Organizational Coordination, Regional House of Representatives Secretariat.*



A. INTRODUCTION

The Regional House of Representatives (Dewan Perwakilan Rakyat Daerah DPRD) is a regional representative institution that plays a strategic role in the administration of local government, particularly through its legislative function, which constitutes the foundation for the formulation of Regional Regulations (Peraturan Daerah). This position places the DPRD as an equal partner of the local government in the public policy formulation process (Hakim, 2019:28). The legislative function is of critical importance because it determines the direction of regional development and provides the legal basis for the effective administration of government (Wignosubroto et al., 2020:61). The effectiveness of this function is highly dependent on the availability of internal support systems, especially the DPRD Secretariat, which is responsible for providing both administrative and substantive support (Pusat Kajian dan Analisis Kebijakan, 2022). In accordance with Government Regulation No. 18 of 2016, the DPRD Secretariat serves as the administrative service and functional support unit for the DPRD, including the provision of data, facilitation of meetings, preparation of legislative documents, and coordination of expert staff (Republic of Indonesia, 2016:10).

The effectiveness of such support is largely determined by the capacity of the civil servants' human resources. According to Keban (2017:112), human resource capacity represents a combination of knowledge, skills, and work behavior that enables public officials to perform their duties optimally. Regulation of the Minister for Administrative and Bureaucratic Reform (PermenPANRB) No. 38 of 2017 stipulates that civil servant competencies consist of technical, managerial, and socio-cultural competencies, all of which are required to ensure professional task execution (Ministry of Administrative and Bureaucratic Reform, 2017:14). In the context of legislative support, technical competence particularly in legal drafting, legal analysis, and public governance constitutes a critical requirement (Constitutional Court of the Republic of Indonesia, 2024:12). Furthermore, managerial and socio-cultural competencies are essential to enable officials to coordinate effectively, facilitate meetings, and build constructive interactions with diverse stakeholders (Sari et al., 2022:77). The quality of human resources represents a fundamental prerequisite for the establishment of effective and responsive legislative support

Empirical findings indicate that the human resource capacity of the Secretariat of the Regional House of Representatives of Bontang City continues to face several challenges. The 2022 Government Agency Performance Report (Laporan Kinerja Instansi Pemerintah LKjIP) documents persistent problems, including disparities in regulatory understanding, suboptimal coordination, and ineffective task execution (Secretariat of the Regional House of Representatives of Bontang City, 2022:15). This condition reflects a clear gap between the required competency standards and the actual capacities of officials in practice. Personnel data further substantiate this gap, revealing that more than 52.6% of staff within the Secretariat of the Regional House of Representatives of Bontang City hold only senior high school-level qualifications or equivalent. Such a composition raises serious concerns regarding the adequacy of technical and analytical competencies needed to support complex legislative processes that require legal expertise and policy analysis skills. Reliance on human resources with non-undergraduate qualifications may therefore constitute a structural weakness in the provision of legislative support across all stages of the legislative process.

Beyond competency-related challenges, bureaucratic constraints (red tape) also represent a critical factor influencing the performance of the DPRD Secretariat's support functions. Bozeman (2019:45) defines red tape as rules or procedures that no longer serve functional purposes and instead impede organizational objectives. Its manifestations include elongated hierarchies, convoluted procedures, weak coordination, and unprofessional work cultures (Samboteng, 2016:6). Zahradnik (2024:343) argues that excessive red tape restricts innovation, slows operational processes, and undermines staff motivation. Within the DPRD Secretariat, red tape may delay meeting facilitation, the preparation of legislative documents, and communication between the Secretariat and the DPRD. These bureaucratic obstacles

can exacerbate existing competency limitations among officials, thereby increasing the risk of diminished quality and efficiency in the legislative process.

This phenomenon is not unique to Bontang City but is also evident in comparative studies across other regions. Syafitri et al. (2022:10) found that human resource development in Bontang City has not been prioritized, resulting in unsystematic and sporadic training programs. Similar conditions were identified in South Bontang District, where the quality of public officials' human resources was assessed as inadequate and in need of enhanced technical skills and broader administrative insight (Government of Bontang City, 2023). In the DPRD Secretariats of Berau Regency and Nias Regency, key challenges likewise include insufficient human resource competencies, weak internal coordination, and limited capacity among officials to comprehend the dynamic nature of legislative tasks (Secretariat of the Regional House of Representatives of Berau Regency, 2021; Telaumbanua, 2022:8). This consistent pattern underscores that competency deficits and bureaucratic constraints constitute structural issues that directly affect the effectiveness of legislative support provided by DPRD Secretariats.

Based on the foregoing discussion, it is evident that human resource capacity and bureaucratic constraints constitute two interrelated factors that jointly determine the effectiveness of legislative support provided by the DPRD Secretariat. The interaction between individual competencies and organizational bureaucratic mechanisms may produce two contrasting outcomes: performance enhancement when both dimensions are strong, or substantial impediments when one or both are weak. Given the prevailing conditions within the Secretariat of the Regional House of Representatives of Bontang City, this study is therefore essential to comprehensively examine how human resource competencies and red tape are formed, how they interact, and how they affect the effectiveness of legislative support. Specifically, this study aims to analyze the capacity of public officials through the dimensions of technical, managerial, and socio-cultural competencies; to identify the dominant forms of bureaucratic constraints; and to explain how the interaction between these factors influences the quality of support for the legislative process of the Regional House of Representatives of Bontang City.

B. METHOD

This study adopts a qualitative approach with a case study design to gain an in-depth understanding of the phenomenon of human resource capacity and bureaucratic constraints in supporting the legislative function of the Secretariat of the Regional House of Representatives of Bontang City. The qualitative approach was selected because it enables the natural capture of behaviors, perceptions, and work processes of research participants, as emphasized by Moleong (2017:6), while the case study design allows for intensive exploration of a single unit of analysis, as proposed by Creswell (2014:14). The research site was established at the Office of the Secretariat of the Regional House of Representatives of Bontang City, located on Moh. Roem

Street, Bontang Lestari, as this institution directly implements both administrative and substantive support for the legislative function.

Data were collected using three primary techniques: in-depth interviews, observation, and document analysis. Semi-structured interviews were conducted to allow flexibility in probing deeper insights in accordance with the dynamics of the conversation, as recommended by Bernard (2017:180). Purposive sampling was employed to select informants with relevant knowledge and experience, including the Secretary of the DPRD, Heads of Divisions, technical civil servants, and members of the DPRD from the Regional Regulation Formation Agency (Bapemperda) (Marshall & Rossman, 2015:165). Observations were carried out to capture phenomena that may not emerge through interviews alone, such as coordination patterns, workflow processes, and meeting dynamics (Smit & Onwuegbuzie, 2018:4). Document analysis involved the examination of institutional documents, including the Government Agency Performance Report (LKjIP), Strategic Plans, Standard Operating Procedures, personnel data, and legislative archives, to verify and complement the primary data (Sugiyono, 2019:240).

Data analysis was conducted using the interactive analysis model developed by Miles, Huberman, and Saldaña (2014:12), which consists of three stages: data condensation, data display, and conclusion drawing. Data condensation involved the selection, categorization, and simplification of findings in accordance with the research focus. Data display was presented in the form of structured narratives to identify relationships among variables and thematic patterns. Conclusions were drawn iteratively through a process of continuous verification to ensure that the findings possess strong validity and analytical rigor.

Data trustworthiness was ensured through source triangulation and method triangulation, as outlined by Moleong (2017:330). Source triangulation was conducted by comparing information obtained from different groups of informants, including structural officials, technical staff, and legislative members. Method triangulation was applied by cross-checking data derived from interviews, observations, and document analysis to ensure consistency of findings. The entire research process was carried out over a five-month period, as scheduled in the research plan, to ensure that all stages from preparation and data collection to analysis and finalization were implemented systematically.

C. RESULT AND DISCUSSION

The findings indicate that the performance of the Secretariat of the Regional House of Representatives of Bontang City in supporting the legislative function is strongly influenced by multiple factors related to human resource capacity, coordination effectiveness, workflow efficiency, availability of facilities, and the work culture of public officials. Field analysis and official documents reveal several constraints that have a direct impact on the effectiveness of legislative support services. The main findings are summarized in Table 1.

Table 1. Research Findings on the Secretariat of the Regional House of Representatives of Bontang City

Aspect	Field Findings	Source
Understanding of regulations and duties	Staff understanding is uneven; misinterpretation of regulations and inconsistencies in task implementation are evident.	Government Agency Performance Report (LKjIP) 2022
Educational qualifications	52.6% of staff hold senior high school-level qualifications, affecting technical legislative capacity.	Employee educational composition data
Workload distribution	Staff with higher educational qualifications handle most substantive tasks; workload distribution is uneven.	Analysis of educational background and task allocation
Internal coordination	Coordination processes are slow; inter-departmental communication is ineffective, resulting in task delays.	Government Agency Performance Report (LKjIP) 2022
Work procedures (constraints)	Multiple administrative stages and layered verification procedures delay task completion.	Interviews and observations
Facilities and work infrastructure	Information technology equipment varies in quality; document storage systems are not yet integrated.	Facilities data and field observations
Training and human resource development	No regular training programs are conducted; competency development is not implemented systematically.	Human resource studies in Bontang
Work culture	Staff tend to be reactive and wait for instructions; initiative is low and performance evaluation is inconsistent.	Interviews with officials
Quality of legislative support	Administrative support is available but frequently delayed; legislative documents and meetings are often not conducted in a timely manner.	Activity report summaries

Human resource capacity emerges as a dominant factor influencing the effectiveness of legislative support. Variations in staff understanding of regulations and procedures lead to misinterpretation and inconsistencies in task implementation. The 2022 Government Agency Performance Report (LKjIP) highlights disparities in regulatory comprehension and suboptimal implementation, which directly affect the quality of legislative documents and the organization of legislative meetings.

Most staff members hold senior high school-level educational qualifications, while legislative tasks require higher levels of substantive analytical capacity. Consequently, staff with higher educational backgrounds bear the burden of substantive work, such as drafting academic papers and conducting regulatory reviews, whereas those with lower qualifications primarily perform basic administrative tasks. This imbalance contributes to delays in task completion.

Inter-departmental coordination processes operate slowly and lack effectiveness, resulting in delays in several legislative agendas. The LKjIP indicates that internal coordination remains suboptimal, suggesting the presence of structural organizational issues. Delayed information dissemination causes legislative documents and meeting invitations to be processed close to the scheduled implementation dates, thereby reducing the preparedness of DPRD members.

Lengthy and multi-layered administrative procedures cause delays in the preparation of legislative documents. Staff report that documents must pass through multiple approval stages even for simple verification processes. These procedural constraints slow workflow, particularly during the preparation of draft regional regulations that require timely and responsive handling.

Uneven quality of information technology equipment, unstable internet connectivity, and non-integrated document storage systems hinder the retrieval and preparation of meeting materials. Limited information technology training further exacerbates this situation, as staff lack uniform technical competencies.

A work culture characterized by passivity and reactivity, in which staff wait for instructions before taking action, hampers the effectiveness of legislative support. Low initiative and inconsistent performance evaluations weaken incentives for individual performance improvement.

Although administrative support is formally available, delays in document provision and untimely meeting implementation frequently occur. These conditions indicate that secretariat support remains suboptimal, as reflected in activity reports that consistently identify coordination and timeliness issues.

The concept of civil servant competency, as stipulated in Regulation of the Minister for Administrative and Bureaucratic Reform (PermenPANRB) No. 38 of 2017, emphasizes that public officials are required to possess technical, managerial, and socio-cultural competencies. In the context of legislative support, technical competencies such as the ability to interpret regulations, conduct legal drafting, analyze documents, and prepare academic manuscripts constitute core capabilities

that are inseparable from the performance of the DPRD Secretariat (Ministry of Administrative and Bureaucratic Reform, 2017).

The findings of this study indicate that most staff members of the Secretariat of the Regional House of Representatives of Bontang City do not yet possess adequate technical competencies to optimally support legislative tasks. This limitation is largely attributable to the fact that 52.6% of officials hold only senior high school-level qualifications, while only a small proportion have educational backgrounds relevant to legislative functions. This condition aligns with the competency theory proposed by Spencer and Spencer (2008), which posits that competence serves as a primary predictor of job performance. When competency standards are not met, performance quality tends to decline and organizations become increasingly dependent on a limited number of more competent individuals.

The alignment between civil servant competency theory and the empirical findings demonstrates that the competency gap experienced by the DPRD Secretariat has direct implications for the institution's capacity to deliver timely, accurate, and high-quality legislative support.

Gulick (1937), through the POSDCORB framework, identifies coordination as a core element of public organizations. Effective coordination ensures smooth information flows, prevents task duplication, and minimizes errors in organizational processes. The findings reveal that internal coordination within the Bontang City DPRD Secretariat remains suboptimal. Delays in information transmission across divisions, scheduling inconsistencies, and prolonged document collection processes were frequently observed. These conditions reinforce Daft's (2013) argument that coordination failures can generate organizational bottlenecks, which ultimately reduce the quality of organizational outputs.

Given that legislative support functions are highly dependent on timeliness, document readiness, and effective meeting facilitation, weak coordination constitutes a substantive barrier capable of disrupting the discussion of draft regional regulations and the preparation of legislative documents. Accordingly, coordination theory clarifies that the limited effectiveness of legislative support within the DPRD Secretariat stems from deficiencies in managerial competence and internal coordination mechanisms.

Katz and Kahn (1978) explain that organizations may experience role ambiguity and role overload when task distribution is unclear or uneven. The findings of this study show that staff members with higher educational levels or stronger competencies are required to assume nearly all substantive tasks, including policy analysis, draft regulation assessment, and preparation of legislative materials. In contrast, staff with lower educational qualifications primarily perform basic administrative duties.

This situation reflects two organizational phenomena:

1. Role overload among competent staff, resulting from excessive substantive workloads; and

2. Role underload among other staff, whose roles remain limited and underdeveloped.

Such imbalances reduce organizational efficiency, as institutional capacity is not utilized optimally. Mintzberg (1993) emphasizes that organizational effectiveness can only be achieved when work structures are balanced and each unit has clearly defined functions. From this perspective, organizational theory supports the finding that role imbalance among staff members constitutes a major factor contributing to delays in legislative support processes.

Max Weber (1947) conceptualized ideal bureaucracy as a system oriented toward legal certainty, formal procedures, and hierarchical structures. However, Weber also cautioned that bureaucracy can become inefficient when procedures become excessively rigid and overextended.

The findings indicate that administrative procedures within the Secretariat of the Regional House of Representatives of Bontang City are lengthy, multi-layered, and require extensive verification. These conditions delay the preparation of meeting invitations, document distribution, and the completion of legislative analyses. From a Weberian perspective, this situation represents a form of bureaucratic dysfunction, as formal rules no longer support organizational effectiveness.

Given that legislative work demands speed and punctuality, rigid bureaucratic procedures instead function as substantive barriers to the smooth discussion of draft regional regulations. Consequently, Weber's bureaucratic theory provides a robust analytical framework for understanding how procedural rigidity undermines the effectiveness of legislative support.

Bozeman (2000) defines red tape as formal rules that continue to exist but no longer provide organizational benefits. The procedural constraints identified within the DPRD Secretariat ranging from multiple layers of verification, lengthy document flows, to the limited adoption of process simplification and innovation represent clear manifestations of red tape.

Bozeman & Feeney (2011) argue that red tape reduces organizational flexibility and prolongs task completion time. Similar conditions are evident in this study, including delays in the provision of legislative documents, untimely meeting preparation, and difficulties faced by staff in aligning work rhythms with the dynamic demands of DPRD activities. Accordingly, red tape theory not only explains the presence of procedural barriers but also demonstrates direct relevance to the effectiveness of legislative support provided by the DPRD Secretariat.

Eisenberger et al. (1986), through the theory of perceived organizational support, explain that employees perform optimally when organizations provide adequate facilities and technical support. The findings of this study indicate uneven quality of information technology equipment, non-integrated document storage systems, and the absence of regular technology training programs.

These infrastructural limitations contribute to delays in retrieving legislative documents, preparing meeting materials, and processing data, thereby undermining

the timeliness of legislative support. From an organizational theory perspective, these constraints demonstrate that structural support has not kept pace with the increasing complexity and workload associated with legislative functions within the DPRD environment.

Schein (2010) asserts that organizational culture shapes how employees act, take initiative, and resolve problems. The findings reveal that some staff members tend to wait for explicit instructions before initiating tasks, indicating low levels of initiative.

Hofstede (2010) characterizes this pattern as a traditional bureaucratic work culture oriented toward compliance rather than innovation. In the context of dynamic legislative processes, such reactive work patterns constitute a significant barrier, as they reduce organizational responsiveness to the evolving demands of the DPRD. Consequently, organizational culture theory aligns closely with the study's findings, which highlight limited initiative and low adaptability among public officials in supporting the legislative process.

When the aforementioned theories are integrated, the core challenges faced by the Secretariat of the Regional House of Representatives of Bontang City can be understood as a combination of several interrelated factors:

1. limitations in human resource competencies (civil servant competency framework; Spencer & Spencer);
2. weaknesses in coordination and managerial capacity (Gulick; Daft);
3. imbalanced organizational structures and role distribution (Katz & Kahn; Mintzberg);
4. rigid and non-adaptive bureaucratic procedures (Weber);
5. performance-constraining red tape (Bozeman);
6. insufficient organizational support (Eisenberger); and
7. a work culture characterized by low proactivity and limited initiative (Schein; Hofstede).

This theoretical synthesis demonstrates that the quality of legislative support provided by the DPRD Secretariat is shaped not solely by individual capacities, but also by the broader bureaucratic system and organizational structures that govern how public officials perform their work. In other words, the effectiveness of legislative support emerges from a complex interaction among competencies, organizational structures, work culture, and administrative procedures

D. CONCLUSION

This study concludes that the effectiveness of legislative support provided by the Secretariat of the Regional House of Representatives of Bontang City remains suboptimal due to multiple interrelated factors, including limited staff competencies, weak internal coordination, complex bureaucratic procedures, inadequate work facilities, and a predominantly reactive work culture. Disparities in educational qualifications and technical capabilities among staff members create a competency

gap that undermines the quality of legislative document preparation and slows task execution, while ineffective coordination and communication flows contribute to delays in the discussion of draft regional regulations. Lengthy and rigid administrative procedures generate bureaucratic red tape that reduces organizational flexibility, a condition further exacerbated by uneven information technology support and insufficient training opportunities. In addition, a work culture characterized by waiting for instructions rather than taking initiative reinforces the low responsiveness of the Secretariat to the needs of the DPRD. Overall, the findings affirm that improving the effectiveness of legislative support requires comprehensive reform through strengthening human resource competencies, simplifying bureaucratic procedures, optimizing coordination mechanisms, modernizing facilities, and fostering an adaptive and proactive work culture.

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