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Documentary Evaluation of DPRD Secretariat Performance in Southeast Maluku Regency, Indonesia

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ABSTRACT

Legislative secretariats are rarely evaluated through publicly traceable evidence, and their performance indicators may change across planning documents. This study assesses the DPRD Secretariat of Southeast Maluku Regency using descriptive documentary analysis of official RPJMD and RKPD records. A source-selection log, an input–output–outcome classification, and a recorded extraction matrix were used to distinguish reported results, planned outputs, and unverified assumptions. The satisfaction-related indicator increased from 60 in 2020 to 80 in 2024, with no increase during 2022–2023. The RKPD 2026 reports a 2024 target of 100, realization of 80, and 80% target attainment. An earlier RKPD reports a different legislative-output indicator for 2022–2023, demonstrating a comparability risk. Indicative funding of IDR 38.34 billion for 2026 represents forward planning, not an explanation of prior performance. The analysis recommends publishing survey metadata, maintaining stable outcome indicators, and linking LKjIP and SIPD reports to documented service quality. Causal and expenditure-efficiency claims are not supported by these documents.

Keywords: *DPRD Secretariat; Performance Measurement; Documentary Analysis; Local Government; Indonesia*

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Abstract & Indexing

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INTRODUCTION

Legislative secretariats provide the administrative conditions under which regional councils can deliberate, scrutinize budgets, monitor executive actions, and respond to constituents. In Indonesia, the Regional House of Representatives (DPRD) has political and representative functions, while its Secretariat handles facilitation, records, scheduling, financial administration, facilities, and the technical support of council bodies. Law No. 23 of 2014 on Regional Government establishes the regional institutional framework. These activities make the Secretariat an analytically important public organization even when it does not provide routine services to citizens at a public counter.

Evaluating this institution is methodologically challenging because administrative outputs and institutional outcomes differ. A completed meeting record or a prepared annual work plan is a verifiable output; the quality and timeliness of assistance received by council bodies is a separate service outcome. Likewise, the existence of a budget does not itself establish efficient delivery. Behn (2003) describes distinct uses of performance indicators for evaluation, learning, motivation, and budget decisions. Gerrish (2016) finds that the effects of performance management depend materially on management practices rather than on measurement alone. These insights motivate an evaluation framework that separates inputs, outputs, outcomes, and the credibility of their reported indicators.

Available studies also show that information must be used, not merely generated. De Lancer Julnes and Holzer (2001) examine organizational conditions influencing performance-measure adoption and use. Moynihan and Pandey (2010) identify leadership, information availability, and organizational conditions as relevant to performance-information use, while Kroll (2015) considers managers' intentions and data-quality concerns. Performance systems can encourage organizational learning, but target-based management may encourage narrow attention to measured activities if safeguards and contextual explanations are weak (Hood, 2006; Jakobsen & Mortensen, 2016).

The DPRD Secretariat of Southeast Maluku Regency offers a relevant documentary case. The 2025–2029 Regional Medium-Term Development Plan (RPJMD) provides reported values for an index of satisfaction with services supporting DPRD agendas during 2020–2024. The 2026 Regional Government Work Plan (RKPD) reports a 2024 target and realization and presents planned programmes and indicative funding for 2026 (Government of Southeast Maluku Regency, 2025a, 2025b). An earlier 2025 RKPD reports legislative-output indicators for 2022–2023 that differ from the later satisfaction indicator (Government of Southeast Maluku Regency, 2024). This difference raises a specific, understudied question about whether successive planning documents support consistent institutional performance interpretation.

A further policy consideration concerns the national guideline for public-service satisfaction surveys. Ministerial Regulation of Administrative and Bureaucratic Reform No. 14 of 2017 (PermenPANRB No. 14/2017) describes a converted satisfaction-index scale from 25 to 100 and quality grades. However, the phrase "satisfaction index for DPRD-agenda services" in regional planning tables does not prove that the Secretariat used the regulation's questionnaire, respondents, weighting, or calculation. Accordingly, the regulation offers a benchmark for assessing reporting transparency, not a warrant for labeling the published numbers as verified IKM survey results.

The research gap is therefore evidentiary rather than simply geographical: annual organizational outcomes are published, but the continuity of their measures, relationships to activity outputs, and connection to funding are insufficiently disclosed for a causal or efficiency assessment. This article asks (1) how the reported satisfaction indicator changed over 2020–2024; (2) what the 2024 target–realization

gap and alternative indicators mean for comparability; and (3) how the 2026 programme design might support future accountability without explaining past results. It contributes a reproducible document-based evaluation and a concrete indicator-reporting agenda for a local legislative Secretariat.

METHODS OF RESEARCH

A descriptive documentary (secondary-data) design was used. The organizational unit of analysis is the DPRD Secretariat of Southeast Maluku Regency. Numeric transcription was combined with structured interpretation of indicator definitions, reporting periods, target–realization records, and planned programmes. This is not a qualitative interview study, an econometric impact evaluation, or a test of individual employee attitudes. The evaluation adopts an input–output–outcome and evidence-quality framework: inputs are planned allocations, outputs are specified administrative deliverables, outcomes are published service-related results, and evidence quality concerns the clarity, origin, comparability, and auditability of these claims (Behn, 2003; Bowen, 2009; Speklé & Verbeeten, 2014).

The source search used the public BPK regulation portal and exact Indonesian search terms combining “Maluku Tenggara,” “Sekretariat DPRD,” “RKPD,” “RPJMD,” and “indeks kepuasan layanan terhadap agenda DPRD.” Documents were eligible when issued by the Southeast Maluku Regency Government, containing a verifiable policy number and year, and reporting a relevant DPRD Secretariat indicator, target, or funding line. The final corpus contains the 2025–2029 RPJMD (Perda No. 5/2025), the 2025 RKPD (Perbup No. 53/2024), and the 2026 RKPD (Perbup No. 34/2025). Non-regency sources, province-level DPRD Secretariat budgets, media articles, duplicated uploads, and documents lacking a clear issuing authority were excluded. Official pages and PDFs were accessed during the November 2026 revision; their URLs are retained in the references for reproducibility.

The analytic workflow adapted Bowen’s (2009) skimming–reading–interpretation sequence. First, each official PDF was inspected for issuing authority, regulation number, document scope, and the location of relevant tables. Second, tables were reread to extract each indicator label verbatim alongside its year, units, targets, realization, and planned or actual status. Third, the material was coded with a fixed scheme: P = measured/reported performance, T = target, O = planned or completed output, I = indicative input, M = measurement definition, and U = unknown or not disclosed. Fourth, an extraction log preserved source titles, table numbers, and numerical calculations. Fifth, conflicting or differently named indicators were flagged rather than harmonized into one time series.

Credibility checks comprised source authentication through the BPK portal, transcription comparison with the relevant tables, recalculation of the simple 2024 attainment ratio and 2026 programme shares, and a transparent audit trail in the tables below. No second independent coder was involved and no independent verification of survey responses, budget execution, or service delivery was possible. The coding categories were descriptive and were not treated as evidence of inter-coder reliability. Uncertainty was handled by using the phrases “reported,” “planned,” or “not established” where appropriate.

Table 1. Source Selection and Documentary Audit Trail

Official Source	Evidence Extracted	Status/Limitation
RPJMD 2025–2029, Table 2.80	2020–2024 agenda-service satisfaction index	Published values; survey method unavailable
RKPD 2025, Table 2.67	2022–2023 legislative regulation targets and realization	Different indicator; not a satisfaction time series
RKPD 2026, Table 2.62	2024 index target = 100 and reported realization = 80	Reported ratio; underlying instrument unavailable
RKPD 2026, programs schedule	2026 activities and IDR ceilings	Forward plan only; not realized expenditure

Sources: Government of Southeast Maluku Regency (2024, 2025a, 2025b)

Table 2. Evaluation Criteria Used to Classify Document Evidence

Dimension	Operational Test	What is Not Inferred
Input / resources	Amount and year of indicative allocation	Actual expenditure or cost efficiency
Output	Defined activity/document target and its reported completion	Quality, timeliness, or usefulness of output
Outcome	Satisfaction indicator and target attainment	Actual survey share or causal service impact
Evidence quality	Origin, definitions, scale, cross-year consistency	Validity or audit assurance without raw records

Source: Analytical framework informed by Behn (2003), Bowen (2009), and Speklé and Verbeeten (2014)

The 2024 attainment ratio is computed as 80/100 × 100 = 80%. Programme shares use each reported 2026 ceiling divided by the sum of the two listed programme ceilings. These calculations use publicly reported aggregates and do not require participant-level information. Historical satisfaction targets for 2020–2023 and comparable Secretariat-specific budget realization for 2020–2024 were not established in the selected official records. Consequently, the study does not calculate historical target attainment for those years, year-by-year expenditure efficiency, correlations, or causal effects.

RESULTS AND DISCUSSION

Results

Institutional Functions and Indicator Comparability

DPRD Secretariat performance cannot be equated with the number of local regulations passed by a council. The Secretariat can facilitate sessions, provide documentation, and support administrative processes, while substantive legislative choices remain with elected members and other authorized institutions. The earlier 2025 RKPD, Table 2.67, reports the percentage of proposed regulations enacted as regional regulations: the 2022 target was 80, reported realization 71.57, and attainment 89.46%; in 2023 the target was 80, realization 69.84, and attainment 87.30%. These records are valuable for describing an institutional reporting environment but are not equivalent to the subsequent agenda-service satisfaction index. They therefore cannot be combined in a single outcome trend.

The distinction matters because indicator changes alter what is being evaluated. Legislative conversion rates reflect a process involving the DPRD and regional government; satisfaction with

Secretariat support is a service-experience measure. A change in the label and measurement construct is not evidence that organizational performance rose or fell. Moynihan (2006) and Van de Walle and Bouckaert (2003) show why performance systems need contextual interpretation rather than automatic reading of published aggregate scores. Future reporting should disclose stable definitions and distinguish what a Secretariat controls from what it merely facilitates.

Table 3. Distinct Indicators in Successive RKPD Reports

Reporting Document	Indicator	Target	Realization	Attainment
RKPD 2025 / 2022	Proposed regulations enacted (%)	80	71.57	89.46%
RKPD 2025 / 2023	Proposed regulations enacted (%)	80	69.84	87.30%
RKPD 2026 / 2024	Satisfaction with DPRD agenda services	100	80	80.00%

Note: Indicators are not commensurate. Sources: RKPD 2025, Table 2.67 (2024); RKPD 2026, Table 2.62 (2025)

Five-Year Movement in the Reported Satisfaction Indicator

The RPJMD 2025–2029 reproduces a retrospective series for the satisfaction-related agenda-service indicator: 60, 65, 70, 70, and 80 for 2020 through 2024. These are published values, not observed respondent percentages. The series increased by 20 reported points from the first to the last year; 2022–2023 remained unchanged at 70, and the last annual change was 10 points. The documentary record does not attribute any change to training, technology, staffing, management reform, or electoral turnover, and none of those explanations can be tested using these aggregates.

Table 4. Historical Reported Index and Annual Differences

Year	Reported Satisfaction Index	Change from Preceding Year	Comparable Annual Target in Reviewed Sources
2020	60	—	Not established
2021	65	+5	Not established
2022	70	+5	Not established
2023	70	0	Not established
2024	80	+10	100 (RKPD 2026)

Source: RPJMD 2025–2029, Table 2.80; 2024 target from RKPD 2026, Table 2.62 (Government of Southeast Maluku Regency, 2025a, 2025b).

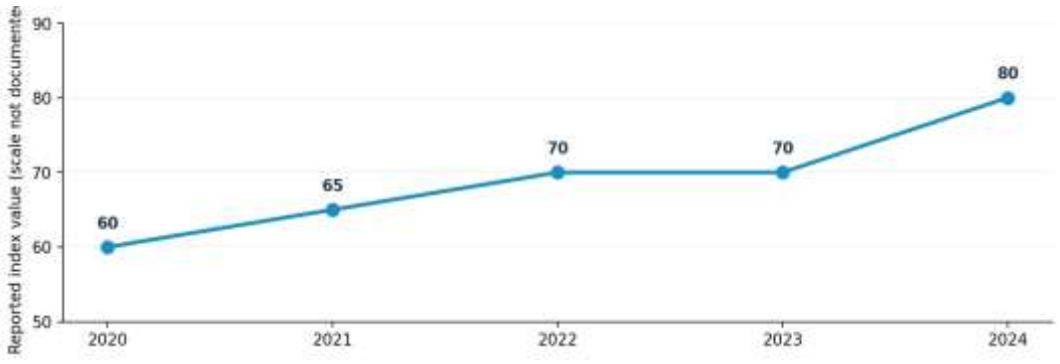


Figure 1. ***Reported agenda-service satisfaction indicator, 2020–2024***

Source: *Government of Southeast Maluku Regency, RPJMD 2025–2029, Table 2.80 (2025). Figure drawn from the reported series; the original scale construction is undocumented.*

The index may capture a positive institutional development if the same instrument, respondents, sampling, and conversion procedures were used consistently. Those conditions have not been documented in the reviewed planning tables. The observed upward line therefore indicates a reporting trend, not a verified increase in the share of satisfied council members. Kroll (2015) links data quality with the meaningful use of performance information, and de Lancer Julnes and Holzer (2001) show that measurement adoption and actual use are not the same institutional achievement.

The 2024 Target and the National Satisfaction-Survey Benchmark

The 2026 RKPD, Table 2.62, lists a 2024 target of 100, a realization of 80, and an attainment ratio of 80%. The shortfall of 20 reported points is a target gap, not necessarily a 20-percentage-point share of dissatisfied service recipients. In the same official row, the unit is presented as "Persen," although the indicator title uses "Indeks"; the RPJMD gives the annual series without providing questionnaire or denominator details. This internal difference reinforces the need for measurement metadata and careful reporting.

PermenPANRB No. 14/2017 supplies a useful national reference: a standard SKM/IKM calculation converts weighted 1–4 responses to the 25–100 range, with 76.61–88.30 labeled "Good" (B). Numerically, a value of 80 would fall in that interval if the Secretariat adopted the standardized method. That conditional comparison cannot be treated as a validated grading of this specific council-service indicator. The documentary corpus does not show whether DPRD members were surveyed, how many respondents participated, which nine service elements were included, or whether a local adapted procedure was formally approved. A perfect target of 100 is also a demanding upper-bound benchmark if a standardized index was intended, and target realism needs documented justification rather than assertion.

The national SKM guideline specifies nine service dimensions: requirements, procedures, service time, cost, service products, personnel competence, staff behavior, complaint management, and facilities. For legislative-administration services, some of these may need transparent adaptation, such as defining the nature of a service request, the timeliness of agenda materials, and the confidentiality of legislative records. An internal survey of DPRD members should not automatically be presented as an ordinary citizen satisfaction survey, although the two could use comparable principles. The identity of the surveyed population, the number of returned questionnaires, the handling of missing data, and the applied weighting would determine whether an index of 80 can be interpreted as a statistically and administratively meaningful result. Without this information, even the same numerical scale cannot guarantee the same meaning across offices or years.

Performance target setting may improve managerial attention, but maximizing a visible number is not equivalent to improving all service aspects. Hood (2006) and Bevan and Hood (2006) discuss how narrow targets can foster gaming or neglect of less visible outcomes. Their findings do not mean that manipulation occurred in Southeast Maluku; they support a methodological safeguard: publish survey instruments and item-level scores, allow repeatable calculation, explain respondent coverage, and report complaints and correction measures alongside the headline index.

The 2026 Resource Plan is Not a Retrospective Explanation

The RKPD 2026 records IDR 26,120,998,221 in the regional-government support programme and IDR 12,220,275,500 in the programme supporting DPRD duties and functions, totaling IDR

38,341,273,721. Their shares are approximately 68.1% and 31.9%. The 2026 schedule also specifies planned deliverables including 12 draft-regulation discussion documents, 75 recess documents, and 15 coordination or consultation reports. These figures disclose programme intentions and resource priorities, not delivered outputs or payments. No comparable, Secretariat-specific, audited budget–realization series for 2020–2024 was identified among the three reviewed documents.

Table 5. Indicative 2026 Allocations and Selected Output Targets

Programme / Sub-Activity	Indicative 2026 (IDR)	Share or Planned Output
Regional government support	26,120,998,221	68.1% of Secretariat total
Support for DPRD duties and functions	12,220,275,500	31.9% of Secretariat total
Total Secretariat	38,341,273,721	100% planned ceiling
Draft regulation discussions	Included within programme	12 documents planned
Recess activities	Included within programme	75 documents planned
Coordination and consultation	*Included within programme*	*15 reports planned*

Note: programme schedule (2025); shares recalculated. Sub-activity rows must not be added to programme totals. Source: Government of Southeast Maluku Regency, RKPD 2026

A temporal boundary is fundamental: a 2026 plan cannot explain a reported 2020–2024 trend because it postdates those observations, and a planned funding ceiling is not an ex-post financial denominator. Comparative statements about productivity or cost effectiveness would require same-year realized spending, workload, and verified service outputs. The missing matched series limits the study to documenting the forward accountability design, not linking money to historical satisfaction. Meier and O'Toole (2002) illustrate why claims about management and performance require linked organizational observations, while Speklé and Verbeeten (2014) show that the usefulness of performance systems depends on matching measures to activities.

A year-matched fiscal comparison would require, for each year from 2020 to 2024, the original and amended budget ceiling, realized Secretariat expenditure, comparable programme classifications, inflation-adjusted amounts where relevant, and a denominator reflecting the volume and complexity of legislative support. These figures should be obtained from the formally disclosed financial reports or financial-management system, not reconstructed from the 2026 planning document. A simple annual spending-versus-index graph could be presented descriptively once such records are available, but it would still not demonstrate cause and effect without accounting for changes in legislative workloads, resource prices, information systems, leadership, and the measurement instrument. The current article therefore makes no claim that a particular budget increase or decrease produced the observed satisfaction scores.



Figure 2. Two separate evidence horizons in the documentary dataset
Source: *Authors' classification of RPJMD 2025–2029, RKPD 2025 and RKPD 2026, issued 2024–2025*

From Reported Indicators to an Auditable Performance System

The observed records permit a concrete performance-management recommendation. First, the Secretariat should disclose its survey protocol: the intended respondents, eligible service encounters, sampling dates, questions, response options, weighting, conversion equation, nonresponse handling, and responsible unit. If the official national SKM instrument is used, the reported index should reproduce the scale and quality categories of PermenPANRB No. 14/2017. If a different indicator is chosen for internal DPRD services, its technical definition should be stated instead of silently borrowing national categories.

Second, annual reporting should use the LKjIP performance-accountability structure to explain indicator definitions, target rationales, realization, deviations, and follow-up action. Under the broader SAKIP framework, reporting is not merely a collection of success figures; it connects planning, measurement, review, and improvement. Ministerial Regulation No. 53/2014 supplies technical guidance on performance agreements and government performance reports. Periodic reconciliation of these entries with SIPD planning information, governed by Ministry of Home Affairs Regulation No. 70/2019, could help align definitions and the sequence from intended activities to realized outputs. These are proposed administrative practices; this study does not claim they were absent or disregarded by the Secretariat.

Third, the Secretariat could maintain a small, legally appropriate outcome dashboard that separates inputs, outputs, and service effects. Examples are the share of agenda documents distributed by the established deadline, corrected errors in meeting records, time required to respond to documented council-service requests, completeness of recess-document support, and confidential recipient feedback. Such indicators should be measured alongside, rather than used as substitutes for, the satisfaction index. Public reporting can aggregate results without exposing confidential council materials. Jakobsen and Mortensen (2016) caution that performance systems interact with formal rules, while Gerrish (2016) finds stronger effects where high-quality management practices accompany indicators.

Finally, data governance should protect interpretive continuity. An indicator dictionary could show whether a metric is a council-level legislative outcome, a Secretariat-controlled service output, or a satisfaction outcome, and document every revision. The distinct 2022–2023 legislative-output metric and the 2024 satisfaction metric illustrate the problem such a dictionary would address. A performance-information audit trail also offers a response to the transparency concerns raised by Van de Walle and Bouckaert (2003) regarding interpretation of public-sector results. The goal is usable evidence rather than a larger volume of reporting. Ngoye et al. (2019) show that institutional logics can affect which performance information organizational actors prefer to use, reinforcing the value of transparent definitions across functions.

A practical reporting cycle might begin by reviewing the indicator dictionary at the start of each fiscal year, documenting any amendments before the first quarterly report, and preserving a comparable historical series when an indicator is replaced. A record can then be attached to each major administrative output showing the responsible unit, planned deadline, actual completion date, quality review, and service-recipient feedback when appropriate. Midyear evaluation would identify unresolved deviations rather than merely restating the annual target, while end-year LKjIP reporting would reconcile the final indicator values with the underlying activity and financial documents. This sequence is proposed for the Secretariat as a feasible administrative improvement; the documentary dataset does not demonstrate that it has already been implemented.

Table 6. Proposed Minimum Evidence Package for Future Secretariat Performance Reporting

Evidence Field	Recommended Record	Interpretive Safeguard
Service satisfaction	Survey instrument, respondent profile, item scores, calculation date	Separate actual IKM method from locally defined satisfaction scores
Administrative output	Agenda support items, completion dates, verification status	Do not treat delivery counts as evidence of service quality
Budget and execution	Year-matched allocation, realization and service units	Do not compare subsequent budgets with prior-year outcomes
Public accountability	LKjIP indicator dictionary and SIPD cross-reference	Disclose changes in metric names, owner and unit

Source: Authors' recommendations based on the evaluated documentary gaps and the national reporting instruments (2026)

The proposed evidence package distinguishes the completeness of a performance report from confidence in the figures. An entry with a numerical target, for example, becomes more informative when a reader can identify the event being counted, the unit responsible, the data-verification step, and whether the reported value is provisional or final. A complete report can still contain poor outcomes; equally, an incomplete report cannot demonstrate poor services. This distinction prevents a gap in public data disclosure from being treated automatically as a performance failure and places accountability on establishing a verifiable evidence trail.

A second implication concerns learning across administrative cycles. The Secretariat could register indicator revisions in the same period as programme-planning decisions and preserve the previous definitions for comparison. With linked annual data, managers could ask whether missed deadlines co-occurred with delayed administrative preparation or changes in funding execution, instead of inferring an explanation from a single index. Even then, a relationship across organizational periods would remain observational. Published performance figures need supporting records and appropriate comparison designs before causal effects of particular reforms can be assessed (Meier & O'Toole, 2002; Speklé & Verbeeten, 2014).

Limitations and Next Research Steps

This study did not obtain the underlying survey instrument or individual responses used to produce the published index. It did not obtain historical annual targets for the identical 2020–2023 satisfaction measure, nor audited Secretariat budget and expenditure series aligned with the same years. The sources are official documents, but authenticity of the documents should not be confused with an independent audit of every number within them. The analysis was conducted using a predefined, reproducible extraction rubric rather than independent multi-coder interpretation. It therefore supports cautious descriptive findings, not reliability statistics for the coding process or causal explanations for the reported trends.

Future studies should obtain the Secretariat's LKjIP series and satisfaction-survey technical reports for 2020–2024, as well as year-matched budget realization through authorized disclosure. A service-recipient survey, document-processing time stamps, and independent records of agenda support could evaluate whether the institutional index corresponds to changes in service quality. Employee work ethics and organizational commitment would require a distinct employee-level study and must not be inferred from aggregate annual scores (Kim, 2005; Moynihan & Pandey, 2007). A longitudinal, multi-source design would help move from documentary accountability to explanations of organizational performance.

CONCLUSION

The DPRD Secretariat's published satisfaction-related index rose across 2020–2024, but its measurement procedure and cross-year comparability remain insufficiently documented. The reported 2024 result reached 80% of a target of 100. Moreover, the preceding RKPD describes a different legislative-output indicator in 2022–2023, showing why unlike measures must not be joined. These findings call for stronger definitions rather than conclusions about managerial success or failure.

The 2026 plan can support future accountability by linking indicative resource ceilings to specific legislative-support outputs. It cannot explain past performance or establish expenditure efficiency. The recommended response is to document survey design, monitor outcome quality as well as output completion, and reconcile stable indicators across LKjIP and SIPD reports. This defines a practical pathway from reporting targets to transparent evidence of administrative service delivery.

AUTHOR CONTRIBUTIONS

The sole author is responsible for the study concept, source selection, documentary extraction, interpretation, drafting, critical review, and approval of the manuscript. Author identity is withheld in this reviewer copy to preserve the double-blind process.

CONFLICT OF INTEREST

The author declares no known financial or non-financial conflict of interest in relation to this manuscript.

ARTIFICIAL INTELLIGENCE (AI) USE STATEMENT

AI assistance was used for English-language drafting, editing, structuring the documentary analysis, and journal-format preparation. Official sources, calculations, interpretation, citation choices, and responsibility for the final article remain with the author.

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