

Capacity Building Model Regional House of Representatives in Bandung Regency

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ABSTRACT

Regional House of Representatives (DPRD) is a regional people's representative institution that is positioned as an element of the regional government administration that has a role and responsibility in realizing efficiency, effectiveness, productivity and accountability of the implementation of the Regional Government. The capacity development of the Bandung Regency DPRD requires an effective model to improve the performance of the budgeting function. This study uses a descriptive method with a qualitative approach. Data collection techniques use observation, interviews and documentation. Data validity is carried out using triangulation techniques, checking, rechecking and confirmation between the results of observations, documentation analysis and interview results. The results of the study indicate that the development of organizational capacity through education and training in improving the performance of the budgeting function is not optimal. Viewed from the system, organizational/institutional and individual levels, the level that is not optimal is at the individual level where each individual member of the DPRD is less competent. There are new things that have not been studied by previous researchers, namely from a research gap so that this study gives rise to novelty. Capacity building in improving the performance of the Bandung Regency DPRD is determined by the following dimensions: 1) System, 2) Institution, 3) Individual, 4) Individual competence, 5) Regulation and 6) Sanctions. The substance of this study essentially strengthens the theory and modifies the theory so that the capacity building of the Bandung Regency DPRD in improving the performance of the budgeting function can be implemented effectively.

Keywords: Capacity Building, Education, Training, Performance, DPRD..

INTRODUCTION

The Regional People's Representative Council (DPRD) is a representative institution at the regional level that plays an important role in the implementation of regional government. The DPRD functions to represent the interests of the community through legislative, budgetary, and supervisory functions. The legislative function includes the creation of public policy, while the budgetary function involves the preparation and determination of the regional revenue and expenditure budget (APBD) together with the regional head. The supervisory function plays a role in monitoring the performance of regional governments and public services.

The DPRD is expected to accommodate the aspirations of the community and improve public services, including community participation in the budgeting process. However, the success of the DPRD is highly dependent on the competence of its members. Education, training, and increasing the capacity of human resources of DPRD members are important to improve their performance. Research shows that many DPRD members have not mastered basic competencies in budget discussions.

The government has provided a budget to support DPRD activities, including improving the professionalism of members. Government regulations regulate spending to support activities, such as meetings, work visits, and increasing the capacity of human resources within the DPRD. Overall, the DPRD plays a strategic role in realizing a responsive and accountable government for the community.

Capacity development of the Bandung Regency Regional People's Representative Council (DPRD) through education and training is very important to improve effectiveness and efficiency in carrying out its functions. This capacity development is directed to solve problems in budgeting and improve the performance of DPRD members which are currently not optimal, considering that only about 25% of members have good performance.

Bandung Regency DPRD, with 55 members and high population dynamics, faces challenges in budget management. The 2022 performance showed progress, but many problems arose due to weak internal control, especially since the COVID-19 pandemic triggered budget refocusing. Cash management policies that do not pay attention to priorities and accounting policies that are in a vacuum affect the quality of management.

The analysis of the capacity development needs of the DPRD shows the importance of individual and group evaluations to improve accountability and service quality. It was found that the implementation of training and technical guidance has not been effective, contributing to a lack of leadership and accountability among members.

Therefore, this study focuses on the capacity building model for the Bandung Regency DPRD, with the aim of optimizing the budgeting function and improving performance in realizing community welfare.

LITERATURE REVIEW

Public Administration

The term "administration" comes from the Latin word "administrare," which means to manage or move. In the Indonesian context, this term focuses more on record keeping or secretarial. Etymologically, administration includes the management of information, human resources, and property to achieve organizational goals. Public administration, which is related to public service, involves the cooperation of a group of people to carry out government tasks efficiently and effectively (Thoha, 2011).

Public, in social terms, refers to a society or group that has the same interests (Syafie, 2006). Public administration includes the process of organizing and coordinating public resources to realize government policies (Chandler and Plano, in Kebab, 2008). Several definitions reveal that public administration does not only include government activities, but also community participation in achieving state goals (Pfiffner and Presthus, 1960).

The three main functions of public administration are:

1. Policy Formulation: Includes analysis, planning, and decision making to create consistent policies (Tjokromidjojo, in Prijono and Mandala, 2010).
2. Regulation: Managing existing structures, staffing and resources to respond to external developments (Tjokromidjojo, in Prijono and Mandala, 2010).
3. Administrative Dynamics: Focuses on leadership, coordination, and communication in administrative management (Tjokromidjojo, in Prijono and Mandala, 2010).

The scope of public administration is very broad and includes government relations, power, and legislation. This includes aspects of government administration at the central, regional, and sub-district levels, as well as relations with politics and law (Syafri, 2012). Overall, public administration focuses on efforts to meet the needs of the community and achieve state goals according to principles that are believed in together, such as Pancasila and the 1945 Constitution (Syafri, 2012; Thoha, 2011).

Organizational Capacity Development

The concept of capacity building according to Grindle (1997) focuses on developing the ability of public organizations to carry out tasks effectively, efficiently, and sustainably. In this case, capacity building consists of three main dimensions: human resource development that emphasizes professionalism and skills through training and recruitment; organizational strengthening that focuses on management, incentive systems, and communication to improve performance; and institutional reform that involves changes in policies and regulations to create a more effective system. According to Horton et al. (2003) and Milen (2000), capacity building is a continuous process to improve the capabilities of individuals, groups, and organizations, which is also considered a strategy to improve efficiency and responsiveness (Morrison, 2001).

Meanwhile, Human Resource Management (HRM) is a series of activities aimed at attracting, developing, and retaining an effective workforce. HRM seeks to encourage employee commitment and achieve integration in employment relationships, as stated by Bach (2005). Marwansyah (2014) defines it as the utilization of human resources through planning, recruitment, and development. Human resource development aims to improve individual and organizational capabilities through education and training, where development is long-term while training is short-term (Sikula, 1981). The methods used in this development include training, workshops, and educational programs, with an emphasis on needs analysis to ensure effectiveness (Sastradipoera, 2007; Friedman and Yarbrough, 2007). Training aims to improve employee performance by addressing the gap between current and desired conditions (Ali, et al., 2007). Employee performance itself is defined as the result

of work based on individual abilities and motivations, which are influenced by various internal and external factors (Abdullah, 2016; Efendi, 2002). Performance appraisal is an evaluation process that functions to identify employee strengths and weaknesses (Flippo, 1984).

Regional People's Representative Assembly

The Regional People's Representative Council (DPRD) is a representative institution of the people in the region that functions as an element of the regional government administration. According to Article 1 paragraph (4) of Law Number 32 of 2004, the DPRD is a legislative institution that plays a role in making regulations and reflecting public policy (Baskoro, 2005). The position of the DPRD is equal to the regional government, as regulated in Article 40 of Law Number 23 of 2014, and carries out three main functions: legislation, budgeting, and supervision (Article 41). The duties and authorities of the DPRD include the formation of regional regulations, discussion of the Regional Revenue and Expenditure Budget (APBD), and implementation of supervision of existing regulations (Article 42). The rights of the DPRD, such as the right of interpellation and inquiry, are regulated in Article 43, while its obligations include practicing Pancasila and absorbing community aspirations. In carrying out its duties, the DPRD uses supporting tools consisting of leaders, commissions, deliberation committees, budget committees, and honorary councils (Article 46). DPRD supervision aims to ensure the implementation of public policies according to plan, with internal and external control strategies (Winardi, 2000; Basu, 1996). This function and authority emphasizes the role of the DPRD in maintaining accountability, transparency of local government, and supervision of the implementation of public policies.

METHODS

The object of research is the main focus that is desired to be achieved to obtain answers or solutions to certain problems. According to Sugiyono (2012:144), the object of research is a scientific target to obtain objective, valid, and reliable data. This study focuses on the capacity development strategy of members of the Regional People's Representative Council (DPRD) of Bandung Regency.

Bandung Regency, which has a long history and various changes in leadership, had its first Regent, Tumenggung Wiraangun-angun, who served from 1641 to 1681.

The research method used is descriptive analytical with a qualitative approach. This approach was chosen because it is relevant to reveal the process, especially in the development of DPRD capacity through education and training to improve the performance of the budgeting function. According to Strauss and Corbin (1990:12), qualitative methods are ideal for understanding context, and in this study, the researcher serves as a key instrument that collects data through observation, documentation, and interviews.

The purpose of the analytical descriptive method is to collect theoretical information on the capacity development strategy of Bandung Regency DPRD members. The research steps include field preparation, data collection, and writing the research results. The qualitative method offers a valid systematic description of DPRD capacity development.

This approach is included in naturalistic inquiry which emphasizes context in the meaning of research. Researchers must be adaptive and understand the social situations faced during the research (Abdussamad, 2021:6).

RESULTS AND DISCUSSION

Performance of the Budgeting Function of the Regional People's Representative Council of Bandung Regency

The Regional People's Representative Council (DPRD) is a people's representative institution that functions as the organizer of regional government, has legislative, budgetary, and supervisory functions according to Law No. 32 of 2004. The DPRD's budgeting function is realized in the preparation and determination of the Regional Revenue and Expenditure Budget (APBD) together with the regional government. The DPRD is expected to be actively involved in every stage of the APBD preparation, especially in aggregating community interests with existing development planning documents.

In discussing the RAPBD, the DPRD must examine the budget allocation to ensure that the programs and activities proposed by the regional head are in accordance with the needs of the community. The ineffectiveness of the DPRD in conducting the examination can cause a mismatch in the budget allocation.

During the Covid-19 pandemic, government policies resulted in changes in budget management, with the issuance of Presidential Instruction No. 4 of 2020 concerning budget refocusing. The Bandung Regency DPRD now only acts as a supervisor without the authority to hold APBD discussion meetings. This was confirmed by DPRD members who stated limitations in their functions due to the regulation.

The impact of the budget refocusing policy shows that the performance of the DPRD budgeting function is not optimal. Although there are efforts from the DPRD work units in carrying out their duties, the effectiveness of the legislative function in budget refocusing has not been felt by the public. Budget adjustments during the pandemic, especially in Regional Original Revenue, caused a decrease in the spending budget of up to 26.8 trillion in 2020, although the budget discussion by the DPRD remained on time.

Obstacles to the Implementation of the Budgeting Function of the Regional People's Representative Council of Bandung Regency

The performance of the Bandung Regency DPRD is greatly influenced by human resources (HR) in the organization. According to Soekidjo Notoatmodjo (2003), HR development is an important investment to achieve organizational goals, which must consider internal and external factors. Internal factors include the organization's mission and objectives, achievement strategies, nature and type of objectives, and the type of technology used. While external factors include government policies, socio-cultural society, and the development of science and technology, all of which have an impact on the sustainability of the organization. The capabilities of DPRD members are divided into technical, human relations, and managerial capabilities, which mutually influence their performance (Abdullah, 2016). However, there are several inhibiting factors in HR development, including discipline and competence. The low work discipline of DPRD members, indicated by their absence from development activities, affects their capabilities. In addition, different educational backgrounds between members also contribute to variations in understanding of tasks and functions, where formal and non-formal education greatly affects the quality of HR and, in turn, DPRD performance (Notoatmodjo, 2003). Therefore, to achieve performance optimization, serious efforts need to be made in developing human resources by improving the discipline and competence of board members.

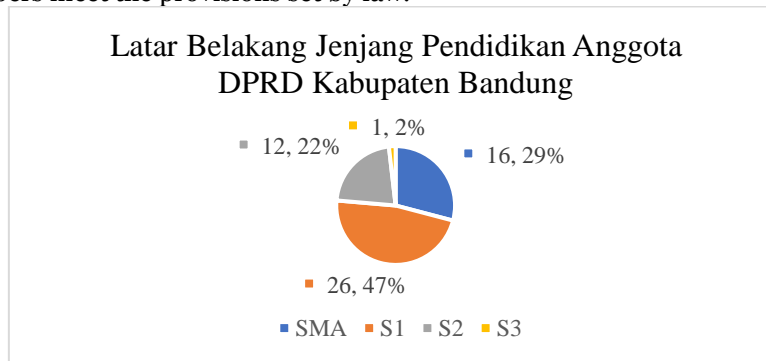
Table 1 Background of Education Level of DPRD Members Bandung Regency for the 2019-2024 Period

No	Member's name	Political parties	Education
1	H. Uya Mulyana	PKB	S1
2	Hilman Farooq	PKB	S1
3	Ace	PKB	S1
4	Mrs. Renie Rahayu Fauzi	PKB	SENIOR HIGH SCHOOL
5	H. Wawan Sofwan	PKB	SENIOR HIGH SCHOOL
6	Aunt Kuswara	PKB	SENIOR HIGH SCHOOL
7	The Greatest Showman	Gerindra	S1
8	Aep Dedi DS	Gerindra	S1
9	Praniko Imam Sagita	Gerindra	S2
10	Dedi Saepul Rohman	Gerindra	S1
11	H. Ma'mun Irawan	Gerindra	S1
12	Ai Yulia	Gerindra	S1
13	H. Yayat Hidayat	Gerindra	S2
14	Hey Hey Asep Suhendar	PDI-P	SENIOR HIGH SCHOOL
15	H. Dadan Konjala	PDI-P	S1
16	Juwita	PDI-P	SENIOR HIGH SCHOOL
17	Mochamad Luthfi Hafiyyan	PDI-P	SENIOR HIGH SCHOOL
18	English	PDI-P	S1
19	Yayat Sumirat	PDI-P	S1
20	English	PDI-P	SENIOR HIGH SCHOOL
21	H. Sugianto	Golkar	S2

No	Member's name	Political parties	Education
22	Mrs. Erma Komalasari	Golkar	S1
23	H. Yanto Setianto	Golkar	S2
24	Riki Ganesha	Golkar	S1
25	Dilar Rinaldi	Golkar	S1
26	H. Cecep Suhendar	Golkar	S3
27	Christian Obi	Golkar	SENIOR HIGH SCHOOL
28	H. Firman B. Sumantri	Golkar	S2
29	Mrs. Neneng Hadiani	Golkar	S1
30	H. Agung Yansusan	Golkar	S2
31	Mrs. Eti Mulyati Hilman	Golkar	SENIOR HIGH SCHOOL
32	Tri Bambang Pamungkas	Nasdem	S2
33	Nur Fitri Apriyani	Nasdem	S1
34	Sandi Sudrajat	Nasdem	SENIOR HIGH SCHOOL
35	Tony Permana	Nasdem	S1
36	Tarlan	Nasdem	S2
37	Dasep Kurnia Gunarudin	PKS	S2
38	Teddy Surahman	PKS	S1
39	English: Eka Ahmad Munandar	PKS	SENIOR HIGH SCHOOL
40	H. Irwan Abu Bakar	PKS	S2
41	Maulana Fahmi	PKS	S1
42	H. Otjo Sutisna	PKS	SENIOR HIGH SCHOOL
43	H. Uus Haerudin Firdaus	PKS	S1
44	H. Wawan Ruswandi	PKS	S1
45	Hj. N. Ela Nurlaela	PKS	S1
46	Ahmad Zainal Sabarudin	PKS	SENIOR HIGH SCHOOL
47	H. Eep Jamaludin Sukmana	PAN	S1
48	Mr. Tedi Supriadi	PAN	S2
49	Elin Wati	PAN	SENIOR HIGH SCHOOL
50	Edi Tardiana	PAN	S1
51	H. Agus Jaenudin	Democrat	S1
52	The Greatest	Democrat	SENIOR HIGH SCHOOL
53	Wisdom of Wisdom	Democrat	S1
54	Ecep Ridwan	Democrat	SENIOR HIGH SCHOOL
55	Osin Permana	Democrat	S2

Based on the table presented, the education level of Bandung Regency DPRD members is quite good. In accordance with the 1945 Constitution, the DPR has three main functions: Legislation, Budget, and Supervision, which must be prioritized for the benefit of the people. The education standards for prospective DPRD members are regulated in Article 240 of Law No. 7 of 2017 concerning Elections, which requires applicants to have a

minimum education of high school graduates or equivalent. The results of the observation show that Bandung Regency DPRD members meet the provisions set by law.



The graph shows that the educational background of Bandung Regency DPRD members consists of 26.47% with a Bachelor's degree (S1), 12.22% with a Master's degree (S2), and 1.2% with a doctorate (S3), and some are currently pursuing doctoral education, while 16.29% have a high school education or equivalent, in accordance with Law No. 7 of 2017, Article 240, which stipulates a minimum education of high school graduates. This educational background affects the level of competence and, in turn, the performance of DPRD members in carrying out legislative duties (KPU Bandung Regency, 2019). The results of observations and interviews with faction members, such as the PAN Faction, show that variations in competence affect the understanding of tasks, where responsibility is an important factor. Sutanta and Akila (2019) state that responsibility reflects an individual's awareness of behavior and commitment to obligations, which has a positive impact on the performance and efficiency of DPRD members (Bukhori Zainun, 2007). However, research findings show that the accountability of DPRD members is still lacking, with a high rate of absence from training, indicating the need for human resource development through education and training. In addition, DPRD members' compliance with the law and code of ethics is influenced by their understanding and awareness. The compliance theory by Stanley Milgram (1963) explains the conditions under which individuals comply with orders and regulations. The DPRD Secretary emphasized that access to information is very important for council members in carrying out their duties as people's representatives, where compliance with regulations is the foundation of a safety culture in the Bandung Regency DPRD work environment (Marlina, 2018).

Capacity Building Model for Education and Training on the Performance of the Budgeting Function of the Regional People's Representative Council of Bandung Regency

According to Regent Regulation No. 6 of 2022, the Bandung Regency DPRD has 55 members who serve as a regional people's representative institution with the main functions of legislation, budgeting, and supervision. To improve member competence, the DPRD carries out organizational capacity development through education and training, which includes on-the-job and off-the-job methods, such as technical guidance (bimtek), workshops, and comparative studies (Krismiyati, 2017; Mangkuprawira, 2002). From a system-level perspective, HR development focuses on organizational policies and achievements that affect the performance of the budgeting function (Sedarmayanti, 2017). According to Milen (2004), the structure and work culture in the DPRD also create an environment that supports task effectiveness. However, only 25% of members have good performance, which is due to a lack of competence and training effectiveness. Therefore, there is an urgent need to conduct an HR needs analysis to identify relevant training according to the educational background of members and to improve soft skills, such as public speaking and social media management (Priyono & Marnis, 2008). The proposed capacity development model includes various types of training that support organizational quality so that the DPRD can be more effective in realizing community aspirations and efficient budget management (Sukirno, 2023).

Table 2 Human Resource Development Activities through Education and Training that have been Implemented by DPRD Members in the DPRD Bandung Regency

No.	Activity Name	Execution time	Organizer
1.	Workshop "Implementation of PP No. 1 of 2023 Concerning the Rights and Administration of DPRD Leaders and Members and the Strategy for the 2024 Simultaneous Elections with Integrity and Participation"	12-14 September 2024	Institute for Research and Community Service, Respati Indonesia University

2.	Workshop "Discussion of Financial and Administrative Rights of DPRD and Regional Development Planning Compilers in Accordance with Public Interests"	March 9-11, 2023	Pasundan University Research and Community Service Institute
3.	Workshop "Optimizing the Role and Function of the DPRD in the Field of Legislation, Budgeting and Supervision Oriented to the Interests of the Community"	27-29 November 2022	Institute for Research and Community Service, Respati Indonesia University
4.	Technical Guidance "Optimizing the Role and Function of the DPRD in Preparing Regional Work Programs in Accordance with Laws and Regulations"	October 13-15, 2022	Institute for Research and Community Service, Ibnu Khaldun University, Bogor
5.	Technical Guidance "Capacity Building for Leaders and Members of the Bandung Regency DPRD on SIPD and Regional Financial Management in 2022	6-8 July 2022	Institute for Research and Community Service and Intellectual Capital of Widiyatama University (LP2M-Utama)
6.	Technical Guidance "Relevance of DPRD Duties and Functions in Building Community Aspiration Networks"	December 5-7, 2021	Institute for Research and Community Service and Intellectual Capital of Widiyatama University (LP2M-Utama)
7.	Technical Guidance "Optimizing the Role and Function of the DPRD in the Preparation of Initiative and Regular Regional Regulations and the Preparation of the 2022 Regional Budget in accordance with Home Affairs Ministerial Regulation No. 27 of 2021	30 September – 2 October 2021	Institute for Research and Community Service and Intellectual Capital of Widiyatama University (LP2M-Utama)
8.	Workshop on "Developing the Capacity of DPRD Leaders and Members in Carrying Out DPRD Duties and Functions"	25-27 November 2020	Pasundan University Research and Community Service Institute
9.	Workshop on "Preparing a Quality DPRD Work Plan"	18-20 November 2020	Human Resources Development Center, University of Semarang (PPSDM-USM)
10.	Workshop on "Strategy for Increasing Regional Innovation Through the Duties and Functions of the DPRD to Increase Global Competitiveness and the 2021 Fiscal Year APBD Preparation Policy"	27-29 August 2020	Human Resources Development Center, University of Semarang (PPSDM-USM)
11.	Workshop "Optimizing the Role and Function of the DPRD in the Field of Legislation, Budgeting and Supervision Oriented to the Interests of the People"	30-2 May 2021	Pasundan University Research and Community Service Institute
12.	Workshop "Discussion on Regional Head LKPD and Preparation of Work Plan and Supervision of Regional Government Implementation in 2021"	March 4-6, 2021	Pasundan University Research and Community Service Institute

Individual development activities in the Bandung Regency DPRD are dominated by technical guidance (bimtek) and workshops, which have proven effective in increasing member capacity. Research shows that the capacity building theory developed by Grindle (1997) is still relevant in the context of improving the performance of the DPRD budgeting function. However, there are weaknesses, especially at the individual/personal level, that need to be considered. This study also found novelty related to personal competence, training regulations, and sanctions in developing this capacity. Thus, the researcher's view does not invalidate the existing theory, but rather modifies and complements the existing theory to be more in line with empirical conditions in the field (Grindle, 1997).

CONCLUSION

Research on the Capacity Building Model through education and training in improving the performance of the budgeting function of the Bandung Regency DPRD shows that the implementation of the DPRD budgeting function has not been effective, mainly due to limited existing regulations. Inhibiting factors include low discipline where no more than 50% of members are present in activities, diverse competencies due

to different educational backgrounds, and lack of responsibility and compliance of members to regulations. This capacity building model is also not optimal at various levels; at the system level, there is dissatisfaction with the fulfillment of rules that support performance, while at the institutional level, the decision-making process is less synchronized with the local government, especially in the formulation of the draft budget. At the individual level, the academic qualifications of DPRD members have not been effectively felt in improving the performance of the budgeting function. This study reveals the novelty that the capacity building model is not only influenced by the dimensions of the system, institutions, and individuals, but also by individual competence, regulations, and sanctions.

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