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# The Paradox of Legislative Performance: Human Resource Capacity and Executive Dominance in the Regional People's Representative Council of Teluk Bintuni Regency

**Charlos G Maay[1], Muhammad Irvan Nur' Iva[2*], Herman[3] ,Andi Kasmawati[4], Didik Iskandar[5]**
[1,2,3,4,5]Universitas Negeri Makassar
Corresponding Author's Email: m.irvan.nuriva@unm.ac.id

## ABSTRACT

This study examines the paradox of legislative performance in the Regional People's Representative Council of Teluk Bintuni Regency during the 2021–2024 period, where increasing legislative output does not necessarily reflect stronger institutional capacity or independence. This study uses a qualitative case study approach to examine legislative performance in the Regional People's Representative Council of Teluk Bintuni Regency. Data were collected through in-depth interviews, observation, and document analysis involving council members, secretariat staff, and representatives of the regional government. Data were analyzed using an interactive model, including data reduction, data display, and conclusion drawing, to identify patterns related to human resource capacity, executive dominance, and legislative performance. The findings show that legislative performance reflects a combination of increasing output and persistent structural constraints. The realization of the Regional Legislation Program demonstrates a generally rising trend, indicating improved legislative productivity. However, the majority of council members have a secondary education background, which reflects limited formal capacity in legislative functions. In addition, the executive dominates the legislative process, as indicated by the high proportion of draft regulations initiated and prepared by the executive. Institutional coordination is formally established but uneven in effectiveness, while public participation mechanisms remain limited and not consistently institutionalized. This study concludes that legislative performance is characterized by a paradox in which improvements in quantitative output are not accompanied by stronger institutional capacity or independence. These findings highlight the need to move beyond output-based assessments and to consider structural and relational factors in understanding legislative performance in decentralized governance systems.

**Keywords:** Legislative Performance, Human Resource Capacity, Executive Dominance, Legislative Process

## INTRODUCTION

Regional People's Representative Councils (DPRD) occupy a central position in Indonesia's decentralized governance system. As local legislative bodies, DPRDs are formally mandated to perform three core functions, legislation, budgeting, and oversight, as stipulated in Law Number 23 of 2014 on Regional Government. Among these, the legislative function is particularly pivotal, as it provides the legal foundation for regional governance through the formulation of Regional Regulations (Peraturan Daerah). These regulations serve not only as instruments of policy implementation but also as reflections of how effectively local representative institutions translate public interests into binding legal frameworks.

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The process of forming Regional Regulations is governed by a structured legal framework, including Law Number 12 of 2011 on the Formation of Laws and Regulations and further technical guidelines outlined in Minister of Home Affairs Regulation Number 1 of 2014. In principle, the legislative function is operationalized through the Regional Legislation Program (Prolegda), a planning instrument jointly formulated by the DPRD and the regional government. Ideally, this process should produce regulations that are not only procedurally valid but also substantively responsive, evidence-based, and aligned with public needs.

In practice, however, assessments of DPRD legislative performance tend to rely heavily on quantitative indicators, particularly the number of Regional Regulations enacted within a given period. While such metrics are administratively convenient, they often obscure deeper concerns regarding the quality, originality, and substantive relevance of the regulations produced. A growing body of literature has pointed to recurring issues, including delays in the legislative process, limited public participation, and the weak integration of academic evidence in drafting Regional Regulations. Yet, much of this discussion remains focused on outputs rather than on the underlying institutional dynamics that shape legislative performance.

This study departs from that tendency by examining what may be described as a paradox of legislative performance. On the one hand, local legislative bodies may demonstrate relatively strong performance in quantitative terms reflected, for instance, in increasing rates of Prolegda realization. On the other hand, these apparent achievements often coexist with persistent weaknesses in substantive capacity, policy innovation, and institutional independence. Such a paradox raises an important analytical question: why does improved legislative output not necessarily translate into stronger legislative quality?

Two interrelated factors are particularly relevant in addressing this question. First is the internal capacity of human resources within the DPRD. Legislative work requires not only political representation but also technical competence in policy analysis, legal drafting, and regulatory evaluation. Variations in educational background and professional expertise among council members may significantly influence their ability to initiate, deliberate, and substantively shape legislative products. Second is the relational dynamic between the legislature and the executive. In many local contexts, the executive branch plays a dominant role in initiating and technically preparing draft regulations, potentially shifting the DPRD's role from that of an active law-making body to a more passive, reactive institution.

Teluk Bintuni Regency, located in West Papua Province, provides a particularly relevant context for examining these dynamics. As a developing region with strategic importance in natural resource management and regional autonomy, the effectiveness of its legislative function carries significant implications for governance outcomes. Understanding how institutional capacity and executive–legislative relations interact in this setting offers not only empirical insight but also a basis for broader reflection on the functioning of local representative institutions in decentralized systems.

Against this background, this study seeks to critically analyze the legislative performance of the Teluk Bintuni DPRD during the 2021–2024 period, with particular attention to the interplay between human resource capacity and executive dominance. Rather than focusing solely on legislative outputs, the study explores how these underlying factors shape both the process and the substance of law-making at the local level. In doing so, it aims to contribute to a more nuanced understanding of legislative performance, one that moves beyond numerical indicators to capture the institutional conditions that enable, constrain, or distort the exercise of legislative authority.

This study adopts an operational framework that integrates public sector performance, institutional capacity, and governance power relations to analyze legislative performance,

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with each dimension grounded in empirical findings. From a public sector performance perspective, performance is understood as a multidimensional construct rather than merely output oriented. As argued by Pollitt and Bouckaert (2017) and Schick (1998), performance in public institutions cannot be reduced to quantitative indicators alone, as such measures may obscure underlying institutional conditions. In addition, De Vries (2009) highlights that variations in local government performance are closely related to institutional capacity and contextual factors, suggesting that output achievement does not necessarily reflect overall effectiveness.

To explain performance variation, the study incorporates institutional capacity, particularly human resource capacity. Following Fukuyama (2013) and Grindle (1997), capacity refers to the ability of institutional actors to perform their roles effectively. This is operationalized through the educational background of council members, reflecting the formal knowledge base within the institution. The study also examines governance power relations, specifically executive dominance, as a key determinant of legislative outcomes. Drawing on Peters (2010), Weingast (2005), and Moe (1984), institutional performance is shaped by the distribution of authority and access to resources. Executive dominance is operationalized through the proportion of draft regulations initiated by the executive and its dominant role in drafting processes and supporting documents.

Institutional process dynamics are included as a supporting dimension, reflected in coordination patterns between the council and the executive, as well as the functioning of internal bodies such as commissions and the Regional Regulation Formation Agency. Public participation is treated as a contextual factor, as it is present but not consistently institutionalized. In this framework, legislative performance is conceptualized as the outcome of the interaction between human resource capacity, executive dominance, and institutional process dynamics. Grounded in empirical indicators, this framework enables a focused analysis of the paradox in which increasing legislative output coexists with structural constraints in the legislative process.

## METHODS

This study adopt a qualitative approach with a case study design to explore and explain the paradox of legislative performance in the Regional People's Representative Council of Teluk Bintuni Regency. The qualitative case study approach is particularly suitable for this research, as it enables an in depth understanding of institutional processes, the capacity of human resources, and the relational dynamics between the legislature and the executive that shape legislative outcomes. Rather than focusing solely on measurable outputs, this approach allows the study to capture the underlying factors that explain why improvements in legislative quantity may coexist with persistent weaknesses in substantive performance.

The research was conducted at the office of the Regional People's Representative Council of Teluk Bintuni Regency, located in West Papua Province, Indonesia. This site was selected because it provides a relevant empirical context for examining the interaction between human resource capacity and executive dominance in the legislative process, particularly within a developing regional governance setting. Primary data collection took place over a three month period from July to September 2025. Informants were selected purposively based on their direct involvement and relevance to the legislative process. These included members of the council, particularly those involved in the Regional Regulation Formation Agency and commissions, staff of the council secretariat, and representatives from the legal division of the regional government.

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Data were collected from both primary and secondary sources to ensure a comprehensive understanding of the phenomenon under study. Primary data were obtained through in depth interviews and participatory observation. Interviews were conducted to gather detailed insights into the experiences, roles, and perspectives of key actors in the legislative process, especially in relation to legislative initiative, policy formulation, and institutional interaction. Observations were carried out to capture the practical dynamics of meetings, coordination processes, and patterns of interaction between institutional actors. Secondary data were collected through document analysis, including the Regional Legislation Program, academic manuscripts of draft regional regulations, legislative performance reports, meeting records, and other relevant archival materials. These documents were used to contextualize and support the findings derived from primary data.

The analysis of data followed the interactive model proposed by Miles et al. (2014), which involves a continuous and iterative process of data reduction, data display, and conclusion drawing. Data reduction was carried out by selecting and focusing relevant information from interview transcripts, observation notes, and documents to identify key themes related to human resource capacity, executive dominance, and legislative performance. The reduced data were then organized and presented in the form of narrative descriptions and tables to facilitate interpretation and pattern recognition. Finally, conclusions were drawn by interpreting the relationships among the identified themes, with particular attention to how institutional capacity and executive influence contribute to the emergence of the legislative performance paradox.

To ensure the credibility and trustworthiness of the findings, this study applied triangulation techniques. Source triangulation was conducted by comparing information obtained from different categories of informants, including council members, secretariat staff, and representatives of the regional government. In addition, technical triangulation was employed by cross checking data obtained through interviews, observations, and document analysis. Through this process, the study seeks to ensure that the findings are consistent, reliable, and reflective of the actual conditions of legislative practice in the Regional People's Representative Council of Teluk Bintuni Regency.

## RESULT AND DISCUSSION

### Legislative Performance in Context: Institutional Setting and Output Orientation

The Regional People's Representative Council of Teluk Bintuni Regency operates within a formal institutional structure that positions it as a legislative body parallel to the regional government. During the 2019–2024 period, the council consists of twenty members organized into factions and commissions, supported by the Regional Regulation Formation Agency and the council secretariat. These institutional components collectively structure the legislative process, including planning, drafting, deliberation, and ratification of regional regulations.

Within this setting, legislative performance is formally reflected through the implementation of the Regional Legislation Program. Empirical findings indicate that institutional activities related to legislative planning and output production are routinely conducted each year, with a relatively consistent number of draft regulations being included in the annual program. The legislative process is therefore operational in procedural terms, with established mechanisms functioning across different stages. However, the observable performance at this level is primarily oriented toward the completion of planned outputs, as reflected in the number of draft regulations processed and enacted within a given period.

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**Trends in Legislative Output: Patterns of Prolegda Realization**

The realization of the Regional Legislation Program during the 2021–2024 period shows a fluctuating yet generally increasing trend. Based on document analysis and supporting field data, the number of draft regional regulations that were successfully enacted each year demonstrates gradual improvement compared to earlier periods.

**Table 1. Planned and Enacted Draft Regional Regulations in Teluk Bintuni Regency** (2021–2024)

| Year | Planned Draft Regulations | Enacted Regulations | Achievement (%) | Description/ |
|---|---|---|---|---|
| 2021 | 10 | 5 | 50% | Legislative process affected by pandemic conditions |
| 2022 | 12 | 8 | 67% | Improved coordination among commissions |
| 2023 | 15 | 12 | 80% | Legislative planning implemented more effectively |
| 2024 | 14 | 10 | 71% | Focus on alignment with regional development priorities |

*Source: Author's analysis, 2026*

The data show that legislative output increased from 2021 to 2023, with the highest level of achievement recorded in 2023. Although there was a slight decline in 2024, the overall level of realization remained higher than in the earlier years. Despite this improvement, the annual targets were not fully achieved in any given year, and the realization rate consistently remained within a partial completion range. This pattern indicates that while legislative production is sustained and shows signs of improvement, it is not fully aligned with planned targets.

In addition, the data reflect a pattern in which increases in output are associated with improvements in coordination and planning processes, as indicated in the descriptive notes. However, the persistence of incomplete realization suggests that constraints continue to affect the legislative process across different stages.

**Human Resource Capacity: Educational Profile of Legislative's Members**

The internal capacity of human resources within the council constitutes a key structural feature of the legislative process. Empirical data on the educational background of council members reveal a distribution that is heavily concentrated at the secondary education level.

**Table 2. Educational Background of Council Members (2019–2024)**

| Education Level | Number of Members | Percentage (%) |
|---|---|---|
| High School or Vocational School | 13 | 65% |
| Diploma (D III or D IV) | 0 | 0% |
| Bachelor's Degree (S1) | 6 | 30% |
| Master's Degree (S2) | 1 | 5% |
| Doctoral Degree (S3) | 0 | 0% |
| Total | 20 | 100% |

*Source: Author's analysis, 2026*

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The data indicate that the majority of council members have a high school or vocational education background, accounting for sixty five percent of the total membership. A smaller proportion of members hold undergraduate degrees, while only one member possesses a postgraduate qualification. No members have doctoral level education.

This distribution reflects a limited presence of formally trained expertise in areas that are directly relevant to legislative functions, such as policy analysis, legal drafting, and regulatory evaluation. At the same time, the composition of members suggests that experiential knowledge and socio political engagement may play a significant role in shaping legislative activities. The educational profile therefore provides an important descriptive context for understanding the capacity conditions under which legislative processes are carried out.

**Legislative Initiative and the Distribution of Authority in the Drafting Process**

The legislative process in Teluk Bintuni Regency formally follows a structured sequence that includes planning, proposal, drafting, discussion, approval, evaluation, enactment, and dissemination. While these stages are procedurally implemented, the empirical findings reveal a distinctive pattern in the distribution of initiative within the process.

**Table 3. Stages of the Legislative Process in Teluk Bintuni Regency (2021–2024)**

| No | Stage | Description of Process | Performance Notes |
|---|---|---|---|
| 1 | Legislative Planning | Annual preparation of the Regional Legislation Program involving the council and regional government | Average of 15–20 draft regulations planned, with realization around 60–70% |
| 2 | Proposal and Initiative | Draft regulations proposed either by the council or the executive | Majority of proposals originate from the executive, while council initiatives remain below 25% |
| 3 | Preparation of Drafts and Academic Manuscripts | Drafting conducted by technical teams with involvement of experts | Delays occur due to limited availability of legal experts and late preparation of manuscripts |
| 4 | Discussion | Joint discussions between commissions, the formation agency, and government units | Delays observed due to coordination issues and institutional adjustments |
| 5 | Joint Approval | Formal ratification through plenary meetings | Approximately 8–10 regulations approved annually |
| 6 | Evaluation | Review by the provincial government prior to enactment | Evaluation process takes one to two months, with revisions required in several cases |
| 7 | Enactment | Formal promulgation by the regional head | More than 35 regulations enacted during the period |
| 8 | Dissemination and Implementation | Socialization and implementation by relevant institutions | Limited dissemination, focused mainly on strategic regulations |

*Source: Author's analysis, 2026*

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A central feature emerging from these findings is the dominance of the executive in initiating draft regulations. More than seventy five percent of the draft regulations included in the legislative program originate from the regional government, while the proportion of initiatives originating from the council remains relatively low. This pattern is consistently observed across the period of study.

In addition to the distribution of initiative, the preparation of academic manuscripts and draft regulations is largely supported by technical teams associated with the executive. The involvement of the council in this stage is present but limited, particularly in terms of independent formulation. Delays in the drafting process are also associated with the availability of technical expertise and the timing of document preparation.

**Institutional Roles and Coordination Patterns in Legislative Practice**

The legislative process is further shaped by the roles of institutional components within the council and their interaction with external actors. The performance of these institutional elements reflects both functional differentiation and varying levels of capacity.

**Table 4. Roles of Institutional Bodies in the Legislative Process (2021–2024)**

| No | Institutional Body | Role | Performance Notes |
|---|---|---|---|
| 1 | Regional Regulation Formation Agency | Planning, reviewing, and harmonizing draft regulations | Active in planning but constrained by limited expert support |
| 2 | Commissions | Substantive discussion and policy analysis | Coordination challenges and limited analytical capacity |
| 3 | Leadership | Coordination and facilitation of legislative agenda | Active role but influenced by political dynamics |
| 4 | Secretariat | Administrative and technical support | Administrative functions effective, but limited digital infrastructure |

*Source: Author's analysis, 2026*

The Regional Regulation Formation Agency plays a central role in planning and reviewing draft regulations, although its performance is affected by the limited availability of expert support. Commissions are responsible for substantive discussions, yet their effectiveness varies, particularly in relation to coordination and analytical capacity. The leadership of the council facilitates the legislative agenda and mediates institutional processes, while the secretariat provides administrative and technical support, with some limitations in infrastructure.

**Coordination with external actors further illustrates the dynamics of legislative practice.**

Coordination with external actors further illustrates the dynamics of legislative practice. This dimension reflects how the council interacts with government institutions and broader stakeholders in carrying out legislative functions. The patterns of coordination, technical discussion, and public engagement observed during the study are summarized in Table 5.

**Table 5. Coordination with External Actors and Public Participation**

| No | Aspect | Implementation | Performance Notes |
|---|---|---|---|

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| | | | |
|---|---|---|---|
| 1 | Coordination with Executive | Regular meetings and consultations | Communication functions effectively but relies heavily on executive inputs |
| 2 | Technical Discussion | Commission meetings with government units | Active engagement but constrained by incomplete supporting documents |
| 3 | Public Participation | Public hearings and consultations | Conducted in limited scope and not consistently institutionalized |
| 4 | Multi actor Collaboration | Joint forums involving government and community | Present in certain cases but lacks systematic documentation |
| 5 | Evaluation and Feedback | Monitoring implementation of regulations | Limited follow up and assessment of effectiveness |

*Source: Author's analysis, 2026*

The findings show that coordination mechanisms are formally in place and regularly implemented. Interaction between the council and the executive is characterized by routine communication and consultation processes. At the same time, public participation is present but limited in scope and consistency. Mechanisms for broader engagement and feedback remain unevenly developed across different legislative activities.

Taken together, the findings reveal a consistent empirical pattern in which legislative performance is reflected through the simultaneous presence of increasing output and structural constraints within the legislative process. On one side, the realization of the legislative program demonstrates a tendency toward improved quantitative performance over time. On the other side, the distribution of initiative, the composition of human resources, and the patterns of coordination indicate conditions that shape how legislative activities are carried out in practice.

These patterns provide an empirical basis for understanding the configuration of legislative performance in the Regional People's Representative Council of Teluk Bintuni Regency, particularly in relation to the interplay between output achievement, human resource capacity, and institutional dynamics within the legislative process.

**Discussion**

The findings of this study reveal a condition that can be understood as a paradox of legislative performance within the Regional People's Representative Council of Teluk Bintuni Regency. On the one hand, the increasing realization of the Regional Legislation Program reflects an improvement in legislative productivity. On the other hand, this quantitative progress does not correspond with substantive legislative capacity or institutional independence. This divergence highlights a structural tension between output oriented performance and the qualitative dimensions of governance.

This condition is consistent with broader critiques in public administration that question the reliance on output based performance indicators. Pollitt and Bouckaert (2017) argue that public sector performance cannot be reduced to measurable outputs alone, as such indicators often fail to capture institutional effectiveness and policy relevance. Similarly, Schick (1998) emphasizes that performance systems frequently privilege quantifiable achievements while overlooking deeper issues of capacity and governance quality. In line with this perspective, Moynihan (2008) further notes that performance management systems may create an illusion of improvement when organizations focus on targets rather than substantive outcomes. Within

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this framework, the legislative performance observed in Teluk Bintuni reflects a pattern where output expansion coexists with underlying institutional constraints.

A central factor shaping this paradox is the limited capacity of human resources within the council. The findings show that the majority of council members possess a secondary education background, which constrains their ability to engage in technically demanding legislative tasks. This limitation affects not only the drafting of regulations but also the capacity to critically assess policy proposals and generate independent legislative initiatives. Dwiyanto (2021) emphasizes that institutional performance in regional governance is closely tied to the competence of its actors, while Surbakti (2019) highlights the role of educational background in shaping legislative effectiveness.

From a theoretical standpoint, the importance of capacity in governance has been widely recognized. Grindle (1997) argues that effective governance depends on the ability of institutions to perform their functions in practice, not merely in formal design. Fukuyama (2013) similarly defines state capacity as the ability to formulate and implement policies effectively, emphasizing that institutional performance is inherently linked to human and organizational capability. In addition, Andrews, Pritchett, and Woolcock (2017) introduce the concept of capability traps, where institutions adopt formal structures and processes but fail to develop the underlying capacities needed to make them effective. The findings of this study suggest that the legislative process in Teluk Bintuni may reflect such a condition, where procedural compliance does not necessarily translate into substantive capability.

Closely related to the issue of capacity is the pattern of executive dominance in the legislative process. The findings show that the majority of draft regional regulations originate from the executive, while the council's initiative remains limited. This imbalance indicates that the legislative function is not fully exercised as an independent institutional role. Peters (2010) argues that formal institutional arrangements often mask underlying power asymmetries, where actors with greater access to resources and expertise exert disproportionate influence. Weingast (2005) similarly highlights that institutional effectiveness depends on the balance of power and the ability of actors to operate independently within governance systems.

This dynamic can also be understood through the lens of principal agent theory. As discussed by Moe (1984), delegation relationships within political institutions often create conditions where one actor dominates due to informational and technical advantages. In the context of this study, the executive possesses greater technical capacity and control over policy formulation, allowing it to shape legislative outputs more significantly than the council. Furthermore, Carpenter (2001) emphasizes that bureaucratic institutions can accumulate power through expertise and organizational capacity, reinforcing their dominance in policy processes. These perspectives help explain why the council's role tends to be reactive rather than proactive in the legislative process.

The combination of limited human resource capacity and executive dominance contributes to a legislative process that is formally functional but substantively constrained. While the council continues to fulfill its procedural roles, its ability to influence the substance of legislation remains limited. This condition is reflected in the low proportion of council initiated draft regulations and the reliance on executive prepared documents.

These findings are consistent with some previous studies in the Indonesian. Mutiarin and Dwiyanto (2020) emphasize that the effectiveness of legislative institutions is strongly influenced by the capacity of actors and the availability of institutional support. Rosidin (2022) and Kurniawan (2019) similarly highlight the importance of technical competence in determining the effectiveness of legislative bodies. This study extends these findings by demonstrating how capacity limitations and executive dominance interact to produce a paradoxical pattern of performance.

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Another important dimension highlighted in this study is the limited role of public participation. Although mechanisms such as public hearings exist, their implementation remains limited and not fully institutionalized. From a governance perspective, this condition reduces the inclusiveness and accountability of the legislative process. Arnstein (1969) conceptualizes participation as a spectrum ranging from tokenism to genuine citizen power, suggesting that formal participation mechanisms do not necessarily guarantee meaningful engagement. Fung (2006) further argues that effective participation requires institutional design that enables real influence rather than symbolic involvement. The findings indicate that public participation in the legislative process of Teluk Bintuni remains at a relatively limited level, reinforcing the dominance of institutional actors.

Overall, the findings of this study demonstrate that legislative performance cannot be adequately understood through output indicators alone. The coexistence of increasing legislative output with limited capacity, executive dominance, and constrained participation reflects a deeper structural condition. This condition forms the basis of the paradox of legislative performance, where formal achievements in quantity do not translate into substantive legislative effectiveness or institutional strength.

Rather than being explained by a single theoretical perspective, the paradox identified in this study emerges from the interaction of several institutional dimensions. Capacity theory explains the legislature's limited ability to independently formulate and evaluate policy proposals. Governance and power relation perspectives explain how executive actors compensate for these limitations through their dominant role in policy formulation and legislative drafting. At the same time, performance theory helps explain why legislative productivity may continue to increase despite these institutional constraints. The interaction among these dimensions produces a situation in which formal legislative performance appears satisfactory, while substantive legislative autonomy and policy-making capacity remain weak. This finding suggests that legislative performance is shaped not only by institutional capability but also by the distribution of authority and resources within local governance systems.

The findings of this study suggest that the paradox of legislative performance should be understood as more than a discrepancy between legislative output and institutional conditions. The concept refers to a situation in which formal indicators of legislative achievement, particularly the increasing realization of the Regional Legislation Program, create an appearance of institutional effectiveness, while the underlying conditions necessary for substantive legislative performance remain weak. In the case of the Regional People's Representative Council of Teluk Bintuni Regency, legislative productivity continues to improve despite limited human resource capacity, low legislative initiative, and a strong dependence on executive actors in the drafting process.

This paradox challenges conventional assumptions that higher legislative output necessarily reflects stronger institutional capacity and legislative autonomy. The findings demonstrate that legislative performance can be sustained through executive support and procedural compliance even when the legislature's independent policy-making capability remains limited. Therefore, legislative performance should not be interpreted solely through quantitative achievements but should also be assessed in relation to institutional capacity, autonomy, and the ability to shape public policy substantively. Based on these findings, this study conceptualizes legislative performance paradox as a condition in which improvements in formal legislative productivity coexist with weak institutional capacity and limited legislative independence. The paradox emerges because legislative output remains high while the institutional foundations required for autonomous and substantive legislative performance remain underdeveloped.

## CONCLUSION

This study finds that legislative performance in the Regional People's Representative Council of Teluk Bintuni Regency is characterized by a paradox. While the realization of the Regional Legislation Program shows an increasing trend, this quantitative improvement does not reflect stronger substantive capacity or independence. The legislative process remains constrained by limited human resource capacity, low levels of council initiated legislation, and a dominant role of the executive in drafting and policy formulation.

The findings indicate that the capacity gap among council members, particularly in terms of educational background and technical competence, is closely associated with weak legislative initiative and a high dependence on executive prepared drafts. As a result, the council performs its formal legislative function but with limited influence over the substance of regional regulations.

To address this condition, strengthening human resource capacity through continuous and targeted training is essential, alongside enhancing the institutional role of the Regional Regulation Formation Agency to support greater legislative initiative. Improving access to technical expertise and reinforcing mechanisms for public participation are also necessary to promote a more balanced and substantive legislative process.

Given the scope of this study as a single case analysis, future research is recommended to adopt comparative and quantitative approaches to further examine the relationship between human resource capacity and legislative performance, as well as to explore broader political and institutional factors that shape legislative dynamics in different regional contexts.

This study contributes to the literature on local legislative governance by proposing the concept of legislative performance paradox. The findings suggest that legislative productivity should not automatically be interpreted as evidence of strong institutional capacity or legislative independence. In decentralized governance contexts, high legislative output may coexist with limited human resource capacity and strong executive influence. Consequently, assessments of legislative performance should move beyond output-based indicators and incorporate institutional, relational, and governance dimensions that shape legislative processes.

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