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THE ROLE OF THE WEST JAVA PROVINCIAL DPRD IN SUPERVISING THE PERFORMANCE OF REGIONAL HEADS

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Abstrack: *The context of West Java Province is interesting to study more deeply because of its complex characteristics both in terms of population, budget allocation, and diversity of sectoral issues that demand a stronger and adaptive supervisory mechanism than other regions. To achieve these goals, the study will use comparative qualitative research design and document analysis, in-depth interviews, and case studies. Overall, the DPRD supervisory mechanism in Indonesia has a fairly complete normative instrument, but its effectiveness is still influenced by internal factors such as the political and regulatory capacity of council members, as well as external factors such as executive transparency and public participation. Therefore, increasing legislative professionalism and synergy between institutions is an important agenda to strengthen local government accountability. Finally, public participation and local media play a reinforcing element in the legislative oversight mechanism. The support of civil society, non-governmental organizations (NGOs), and regional media can increase public pressure so that the DPRD carries out its control function more firmly and openly. A responsive community complaint mechanism can also be an effective channel for identifying policy irregularities at the local level. However, several strengthening factors such as budget transparency, the role of external and internal audits (BPK), and public and media participation are able to encourage improvement in the quality of supervision. In the context of West Java, which has high complexity and wide area coverage, DPRD supervision shows a positive influence on the accountability of regional heads, although there is still a gap between regulatory norms and implementable practices in the field.*

Keywords: Supervision, Performance, Legislative

1. Introduction

Since the enactment of regional autonomy through the post-reform Regional Government Law, Indonesia has undergone fundamental changes in governance. Fiscal and political decentralization gives broad authority to regional heads (governors, regents, and mayors) in managing government, finance, and regional development. At the same time, the Regional House of Representatives (DPRD) is placed as a people's representative institution that has three main functions, namely legislation, budget, and supervision. The supervisory

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function is crucial as a form of control over executive power so that the principles of good governance such as accountability, transparency, effectiveness, and justice can be realized.

In the theoretical perspective of the principal agent, the DPRD plays the role of the principal who represents the public interest, while the regional head acts as the agent who implements public policies. Therefore, DPRD supervision is the main instrument to ensure that regional policies and programs run in accordance with the public mandate. However, in practice, the effectiveness of the DPRD's supervision still faces various structural and operational obstacles, such as limited human resource capacity, weak access to information, and the influence of inter-party political dynamics that often obscure the control function of the executive.¹

The supervisory function of the DPRD itself includes preventive dimensions (discussion of the APBD and work plan), curative (through the right of interpellation, inquiry, and the formation of special committees), and evaluative of the implementation of policies and the use of the regional budget. However, empirical studies show that there is a gap between formal mandates and real implementation on the ground. A number of studies highlight that the effectiveness of the DPRD often depends on institutional capacity, political independence, and the quality of the working relationship between the legislature and the executive. The context of West Java Province is interesting to study more deeply because of its complex characteristics both in terms of population, budget allocation, and diversity of sectoral issues that demand a stronger and adaptive supervisory mechanism than other regions. Several performance reports and audits show that there are still problems in the

¹ Prayoga, R., Lubis, Z. T., & Dalimunthe, A. A. (2022). The Role of the Regional People's Representative Council (DPRD) in Realizing the Function of Budget Supervision: *El-Mal: Journal of Islamic Economic & Business Studies*, 3(3), 380–388. <https://doi.org/10.47467/elmal.v3i3.877>

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planning, program realization, and accountability of the provincial government's performance, which raises questions about the extent to which the West Java Provincial Parliament has carried out its supervisory functions effectively.

While the literature on DPRD supervision focuses more on the district/city level, research that delves into the dynamics of DPRD supervision at the level of large provinces such as West Java is still limited. Therefore, this study seeks to fill this gap by analyzing the effectiveness of the supervisory function of the West Java Provincial DPRD on the performance of regional heads through a combination approach of performance document analysis, interviews with DPRD and executive actors, and public performance indicators. The results are expected to provide policy recommendations to strengthen the checks and balances mechanism at the provincial government level.²

This research will focus on the role of the West Java Provincial DPRD in supervising the performance of regional heads. There are three aspects that are of main concern:

1. Formal supervision mechanisms used by the DPRD (draft regional regulations, budget discussions, interpellation/questionnaires/special committees, performance evaluations, audit supervision, inspection visits, accountability reports, etc.).
2. Factors inhibiting and strengthening the effectiveness of supervision, including the capacity of the DPRD (knowledge, resources, internal institutions), relationships with the executive, party politics, and community participation.

² Nazir, Y., & Adni, D. F. (2024). *Mapping Barriers to the Implementation of Public Policy Oversight Functions by the DPRD in Dumai City*. 6(1).

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3. The performance outcomes of regional heads as an effect of supervision: does the supervision of the DPRD have an impact on better performance, accountability, transparency, and improvement of public services?

Based on this gap, this study aims to:

1. Describe the supervision mechanism used by the West Java Provincial DPRD on the performance of regional heads, including formal and informal instruments, and how the mechanism is implemented.
2. Identify inhibiting factors and strengthening the effectiveness of supervision by the West Java Provincial DPRD, including institutional capacity, executive-legislative relations, laws and regulations, party politics, and community participation.
3. Assessing the outcome or impact of DPRD supervision on the performance of regional heads in West Java, through performance indicators (program realization, quality of public services, efficiency in budget use, and public accountability).
4. Provide policy recommendations to strengthen the supervisory mechanism of the DPRD so that the performance of regional heads becomes more accountable and beneficial to the public.

2. Research Methods

To achieve these goals, the study will use comparative qualitative research design and document analysis, in-depth interviews, and case studies. Data will be collected from:

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- a. Official documents: provincial performance reports, budget realization reports, accountability reports, audits from the BPK, DPRD recommendations, meeting minutes, regional regulations/regulations, and others.
- b. Interviews with members of the West Java Provincial Parliament (chairman/members of the relevant Commission, Budget Agency, supervisory commission), provincial executive officials, internal auditors/BPK, and community stakeholders.
- c. Observation of the process of supervision activities such as hearings, field visits, interpellation/questionnaires if any.
- d. Data analysis uses thematic analysis techniques and data triangulation to ensure validity. Outputs will be compared with principal-agent and good governance theories as well as the Police-Patrol vs Fire-Alarm overview model.

3. Analysis and Discussion

The following analysis focuses on how the DPRD's supervision mechanism on the performance of regional heads, the factors that strengthen and inhibit the effectiveness of supervision, and the implications for performance outcomes. The context: West Java Province, but the analysis also compares with empirical studies in other areas to enrich interpretation. Supervision by the Regional People's Representative Council (DPRD) is the main function of the regional legislature in ensuring accountability and transparency in the implementation of local government. This supervisory mechanism includes several dimensions, including budget and financial supervision, supervision of development, supervision of public policies and crisis response, and supervision of formal legislation products.

First, budget and financial supervision plays an important role in ensuring the effectiveness and efficiency of the use of the Regional Revenue and Expenditure Budget

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(APBD). Study by ³In "Parliament Oversight on Local Government Financial Management: An Empirical Evidence" in Pidie Regency, Aceh, it is shown that the regulatory capacity and political background of DPRD members greatly affect the intensity and quality of supervision of regional financial management. Other research by Hasibuan, (2020) revealed that budget transparency has a positive impact on the performance of local governments, although legislative oversight and the quality of internal auditors do not always show significant influence. This emphasizes that the effectiveness of DPRD supervision depends on information disclosure and political commitment in carrying out the fiscal control function.

Second, supervision of regional development is carried out through the mechanism of field visits, local audits, and follow-up on community reports. Based on research Ayu & Nurjaman, (2022) entitled "Implementation of Development Supervision by the Regional People's Representative Council (DPRD): Lessons Learned From the City of Malang", it was found that the Malang City DPRD actively monitors development projects, but there is still a gap between planning documents and implementation in the field. This condition shows the need for a more transparent reporting system and data-based evaluation mechanism so that the supervisory function runs optimally.

Third, public policy supervision and crisis response are becoming increasingly important in the context of social dynamics such as the COVID-19 pandemic. ⁴noted that the Malang DPRD plays a role as a check and balance for the executive when crisis policies must be taken

³ Abdullah, S., Reza, M. K., Junita, A., & Meutia, T. (2020). Parliament Oversight on Local Government Financial Management an Empirical Evidence. *Accounting and Finance Research in Indonesia*, 296–312. <https://doi.org/10.23917/reaksi.v5i3.11687>

⁴ Pangestu, O. P., Nurjaman, A., & Kamil, M. (2022). Supervision Function of the Regional House of Representatives Against the Handling of the COVID-19 Pandemic. *JPPUMA Journal of Government and Socio-Political Sciences, University of Medan Area*, 10(1), 47–56. <https://doi.org/10.31289/jppuma.v10i1.6375>

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quickly. However, the effectiveness of the supervisory function is highly dependent on the quality of inter-agency coordination and access to public data and information. Thus, the institutional capacity of the DPRD in managing information and policy communication is a key factor in the success of supervision during the crisis. Fourth, supervision of formal legislation and regulations is carried out through the use of legal instruments such as the right of interpellation, the right of inquiry, the establishment of a special committee (pansus), and the discussion of draft regional regulations (perda). However, empirical studies show that the intensity of use of these instruments varies between regions. Abdullah et al. (2020) found that the DPRD is more active in the budget discussion stage compared to post-implementation control, which shows that there is still a weak aspect of follow-up and evaluation of regional policies.

Overall, the DPRD supervisory mechanism in Indonesia has a fairly complete normative instrument, but its effectiveness is still influenced by internal factors such as the political and regulatory capacity of council members, as well as external factors such as executive transparency and public participation. Therefore, increasing legislative professionalism and synergy between institutions is an important agenda to strengthen local government accountability.

3.1 Factors Reinforcing and Inhibiting the Effectiveness of Supervision

1. Inhibiting Factors

a) Limited Resources & Knowledge

Some members of the DPRD lack technical knowledge (regulations, budgets, audits) so supervision is more political than technical. Batam Study "The Influence of Political Background and Knowledge..." shows that political background and legislative knowledge affect the performance of the DPRD in financial supervision.

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b) Political Dependence on the Executive

Because political parties and political relations can make the DPRD reluctant to be harsh on executives who are partisan or related to local political interests. Dependence on resources and political support is an obstacle. The Dumai study also found the imbalance of political power as a major obstacle.⁵

c) Limited Access to Information

To carry out effective supervision, the DPRD needs performance data, financial reports, audit reports, indicator achievement reports, and access to the reality on the ground. When data is incomplete, late, or non-transparent, oversight becomes weak.

d) Formality and Administrative Culture

Some studies have found that formal regulations and procedures are more followed in the documentation aspect, while implementation in the field is less considered. The study "Progress and Institutional Challenges on Local Governments Performance Accountability System Reform in Indonesia" shows that many of the SAKIP improvements are formal, not followed by changes in work culture or real commitment.⁶

2. Reinforcing Factors

a) Budget Transparency and Financial Statements

⁵ Nazir, Y., & Adni, D. F. (2024). *Mapping Barriers to the Implementation of Public Policy Oversight Functions by the DPRD in Dumai City*. 6(1).

⁶ Solomon, R. V., & Rahmayanti, K. P. (2023). Progress and Institutional Challenges on Local Governments Performance Accountability System Reform in Indonesia. *Sage Open*, 13(4), 21582440231196659. <https://doi.org/10.1177/21582440231196659>

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When regional budgets and financial statements are open (online, internet financial reports, publication of audit results), the DPRD and the public have a basis for supervision and urgency of accountability. The study by Hasibuan & Khomsiyah (2024) found that budget transparency has a positive effect on the performance of local governments.⁷

b) Audit Role (Internal/External Auditor)

Audit reports from the BPK, internal auditors, or other audit institutions are important materials in the supervision of the DPRD. When audit findings are submitted and acted upon, this strengthens executive accountability. The Good Governance & Corruption study shows that the internal audit and internal control functions play a role in suppressing local corruption.

c) Political Commitment & Legislative Capacity

Strong legislative involvement, training for DPRD members, competent staff support, and active leadership within the DPRD drive the effectiveness of oversight. The study in Pidie shows that political background and regulatory understanding can affect the oversight of the DPRD.

d) Public Participation and Media

The existence of control from the public and the media can trigger the DPRD to carry out stronger supervision, because public supervision will increase moral and political pressure on the executive. Studies in Malang and in Dumai mentioned public complaints and public reports as components of supervision.

3.2 How does the outcome of DPRD supervision affect the performance of regional heads

⁷ asibuan, D. H. (2020). THE EFFECT OF LEGISLATIVE OVERSIGHT, BUDGET TRANSPARENCY, AND INTERNAL AUDITOR QUALITY ON LOCAL GOVERNMENT PERFORMANCE WITH TOTAL ASSET MODERATION: A CASE STUDY IN INDONESIA. *Academy of Accounting and Financial Studies Journal*, 24(6).

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If the DPRD actively supervises and uses supervisory instruments, regional heads tend to pay more attention to public accountability and transparency, for example by responding to audit findings, publishing reports publicly, and improving performance achievements. The SAKIP study shows a formal increase in accountability reporting although there are still many real implementation weaknesses (Solomon & Rahmayanti, 2023). Transparency and audits can help reduce waste, budget abuse, or projects that fail due to a lack of oversight. The study by Hasibuan & Khomsiyah (2024) calls budget transparency a significant variable that can improve performance.

Supervision is not only a matter of finance, but also the realization of services (infrastructure, health, education, etc.). If the regional head knows that there is supervision, he may be more disciplined in meeting the public service target (Pocket Book, 2023). However, some studies show that even though the DPRD supervision is formal, the practice is sometimes less effective. For example, the study "Progress and Institutional Challenges ..." saying that many reforms are only formal—rather than fundamental changes in administrative culture and executive commitment.

In the context of the theory of Police Patrol vs Fire Alarm Oversight ((McCubbins & Schwartz, 1984), the supervision pattern of the West Java Provincial DPRD shows a combinative tendency. Police patrol supervision can be seen in routine activities of the DPRD such as budget evaluation meetings, discussions of regional head accountability reports (LKPI), and field visits by commissions. This form reflects the DPRD's proactive efforts in conducting direct inspections of the implementation of the program. Meanwhile, the element of fire alarm appears when the DPRD responds to public complaints, BPK audit results, or media findings on alleged public policy irregularities. This reactive monitoring practice is important in West Java given the complexity of the region and the breadth of the scope of development programs. Thus, the effectiveness of the supervision of the West Java DPRD is

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highly dependent on the balance between a systematic police patrol mechanism and a participatory fire alarm, so that the control function of regional heads runs adaptive and responsive to public dynamics.

3.3 Implications for West Java Province

Based on the analysis of the literature and supervisory practices of the DPRD in various regions, the implementation of the supervisory mechanism in West Java Province has complex implications due to the characteristics of the region and different governance. West Java as the province with the largest number of districts/cities in Indonesia as well as high population levels and social heterogeneity demands a more systematic, structured, and data-based surveillance system. In this context, the establishment of a strong internal audit unit and the development of an integrated performance monitoring system with real-time data are crucial to ensure the effectiveness of the legislative control function over the executive.

In addition, variations in the institutional capacity of the DPRD at the district/city level have the potential to cause disparities in the effectiveness of supervision between regions. Some areas with limited human resources and technical support tend to be suboptimal in carrying out control and legislation functions. Therefore, a capacity building program is needed which includes training in budget analysis, the use of information technology, and technical assistance in the implementation of public supervision. This approach is in line with the findings which emphasized the importance of institutional support and competence of DPRD members in ensuring accountability for regional development.⁸

⁸ Ayu, N., & Nurjaman, A. (2022). Implementation of Development Supervision by the Regional House of Representatives (DPRD): Lessons from Malang City. *Skipper: Journal of Government Science*, 21(1), 59–69. <https://doi.org/10.35967/njip.v21i1.287>

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In terms of regulations, synchronization between regional regulations, provincial regulations, and national policies needs to be strengthened so that the constitutional rights of the DPRD such as the right of interpellation, the right to inquiry, and the right to express opinions can be effectively exercised. Regulatory disharmony is often an obstacle in implementing substantive supervision mechanisms for regional heads. This effort to harmonize regulations will also strengthen the legitimacy of the DPRD in carrying out the control function of the implementation of public policies. In addition to institutional aspects, technological support and public transparency are the main supporting factors for the effectiveness of DPRD supervision. The implementation of a digital-based regional performance information system, budget disclosure portal, and online publication of audit results can increase public participation while making it easier for DPRD members to access relevant data. In line with recommendations Hasibuan, (2020) Budget transparency and digital reporting contribute positively to increasing accountability and public trust in local government performance.

Not only that, a number of recent studies show that budget transparency and the quality of internal auditors play an important role in improving local government performance and the credibility of public financial statements shows that increasing the accountability of the DPRD secretariat through internal supervision on administrative and procedural aspects can be a model of strengthening. In addition, the literature on public involvement Nasution & Lutfi, (2022) reinforcing that when the public and local media are given space in budget oversight, public transparency and accountability tend to be higher. Because the scale and complexity in West Java is greater, the monitoring mechanism must be not only formal, but

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also participatory and technology-based so that performance achievement data and audit results can be accessed directly and responsively by the public.⁹

Finally, public participation and local media play a reinforcing element in the legislative oversight mechanism. The support of civil society, non-governmental organizations (NGOs), and regional media can increase public pressure so that the DPRD carries out its control function more firmly and openly. A responsive community complaint mechanism can also be an effective channel for identifying policy irregularities at the local level. Thus, the supervision of the DPRD in West Java will be more effective if it is carried out collaboratively by involving social actors who have a commitment to transparent and participatory governance.

4. Conclusion

1. Based on the results of the analysis, it can be concluded that the role of the West Java Provincial DPRD in supervising the performance of regional heads has a strategic position in ensuring the realization of transparent, accountable, and responsive local government governance to the public interest. The DPRD as a representative institution of the people functions not only in supervising the implementation of provincial government policies and programs, but also in maintaining the balance of power between the executive and the legislature at the regional level.
2. The supervision mechanism of the West Java DPRD includes supervision of the preparation and implementation of the APBD, evaluation of public policies, as well as the use of the right of interpellation, the right of inquiry, and the right to express

⁹ Badewin, Elizabeth, R., Rusmardiana, A., Rely, G., & Judijanto, L. (2025). Accountability and Transparency in Local Government Financial Reporting: An Empirical Study in Indonesia. *Scientific Journal of Unified Accounting*, 13(4), 831–842. <https://doi.org/10.37641/jiakes.v13i4.3642>

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opinions. However, the effectiveness of such supervision is not fully optimal. Obstacles that arise include limited human resource capacity in the DPRD, uneven access to information, and political dependence on the executive. In addition, bureaucratic cultural factors that are still formalistic cause the supervisory function to be often stuck in administrative routines without substantial evaluation of performance achievements.

3. However, several strengthening factors such as budget transparency, the role of external and internal audits (BPK), and public and media participation are able to encourage improvement in the quality of supervision. In the context of West Java, which has high complexity and wide area coverage, DPRD supervision shows a positive influence on the accountability of regional heads, although there is still a gap between regulatory norms and implementable practices in the field. Therefore, more systematic and performance-based oversight is needed so that the function of the DPRD is not only reactive, but also proactive in encouraging the effectiveness of local government.

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