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The Impact of Budget Efficiency and Productivity in the Implementation of Legislation by the West Sumatra Provincial DPRD

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Abstract

This study examines the effects of the 2025 budget efficiency policy on the legislative productivity of the West Sumatra Provincial Regional House of Representatives (DPRD) in implementing the Regional Regulation Formation Program (Propemperda). It also identifies the obstacles affecting the completion of draft regional regulations and the strategies adopted to maintain legislative productivity. The study employed a descriptive qualitative approach. Informants were selected purposively from the DPRD, the Regional Regulation Formation Agency, the DPRD Secretariat, legislative experts, government officials, community members, and journalists. Data were collected through in-depth interviews, observation, and documentation and analyzed through data condensation, data display, and conclusion drawing and verification. Data credibility was ensured through source, technique, and time triangulation. The findings indicate that the budget for Propemperda preparation and deliberation decreased by 33.24%, while official travel expenditure declined by 40.84%. The Propemperda completion rate fell from 77.78% in 2024 to 52.94% in 2025. Of the 17 draft regional regulations targeted in 2025, 9 were completed, while 8 remained unfinished. The decline in legislative achievement was influenced not only by budget efficiency but also by delays in preparing academic papers, incomplete supporting documents, regulatory changes, the complexity of legislative substance, and harmonization and coordination processes. The DPRD maintained legislative productivity by prioritizing draft regulations, adjusting working mechanisms, utilizing information technology, and strengthening interinstitutional coordination. The study concludes that legislative productivity is determined by selective budget efficiency, administrative preparedness, legislative priority setting, and effective interinstitutional coordination.

Keywords: budget efficiency; legislative productivity; Regional House of Representatives; Regional Regulation Formation Program; regional regulations.

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Introduction

The Regional House of Representatives (DPRD) is an integral component of regional government with legislative, budgeting, and oversight functions. Its legislative function provides the legal foundation for government administration, development, public services, and the protection of community interests, as stipulated in Law Number 23 of 2014 and Government Regulation Number 12 of 2018 (Republik Indonesia, 2014, 2018). This function is planned through the Regional Regulation Formation Program (Propemperda), which contains a priority list of draft regional regulations (Ranperda) jointly prepared by the DPRD and the regional government for a one-year period. Propemperda must be formulated systematically by considering higher-level legislation, regional development plans, regional autonomy, community needs, and the readiness of regulatory materials (Kementerian Dalam Negeri Republik Indonesia, 2015, 2018).

The formation of regional regulations is not merely intended to increase the number of legal instruments but also to produce regulations that have a clear legal basis, are enforceable, comply with higher-level legislation, and respond to community needs. Law Number 13 of 2022 emphasizes planned and continuous lawmaking, the improvement of academic papers, the use of electronic facilities, and meaningful public participation (Republik Indonesia, 2022). Therefore, legislative productivity must be assessed through both quantitative and qualitative dimensions, including target achievement, substantive quality, relevance, procedural compliance, public participation, and regulatory enforceability (Arifin, 2024; OECD, 2021). Assessing productivity solely through the number of enacted regulations may overlook the depth of deliberation, the quality of regulatory substance, and the benefits generated for society (Arifin, 2024).

The legislative process requires budgetary support for preparing academic papers, conducting deliberations, consultation, coordination, harmonization, facilitation, evaluation, and refining draft regulations. Public budgets function as financing, planning, control, coordination, and accountability instruments that connect organizational priorities with expected results (Anessi-Pessina et al., 2016; Ho, 2018). Accordingly, budget efficiency should not be interpreted as uniform expenditure reduction but as the economical and appropriate use of resources while maintaining organizational objectives. Expenditure reductions may strengthen priority setting, but poorly targeted reductions may weaken operational capacity, delay administrative processes, and reduce output quality (Flink & Molina, 2021; Kazho & Atan, 2022).

In 2025, the Indonesian government issued Presidential Instruction Number 1 of 2025 concerning Expenditure Efficiency in the Implementation of the State Revenue and Expenditure Budget and Regional Revenue and Expenditure Budgets for Fiscal Year 2025. The instruction required ministries, government agencies, regional heads, and institutional leaders to review expenditure according to their duties, functions, and authorities without eliminating financial support for core governmental functions (Presiden Republik Indonesia, 2025). This policy also affected legislative activities at the West Sumatra Provincial DPRD. Based on the 2024 Revised Budget Implementation Document and the 2025 Budget Reallocation Implementation Document, official travel expenditure for the preparation and deliberation of Propemperda decreased from Rp 1,128,958,000 in 2024 to Rp 667,859,000 in 2025, representing a reduction of Rp 461,099,000 or 40.84%.

Budgetary changes may affect legislative productivity by reducing the intensity of consultation, coordination, official travel, administrative support, and harmonization activities. However, the consequences of resource reductions are not uniform because they depend on organizational needs, managerial capacity, operating conditions, and the ability to adjust working mechanisms (Flink & Molina, 2021). Budgetary changes may produce different performance consequences depending on an organization's capacity to manage uncertainty and reorganize priorities (Flink, 2018). Public-sector downsizing may improve efficiency, but it can also weaken institutional capacity when it is not accompanied by appropriate adjustments to resources and work processes (Kazho & Atan, 2022).

The relationship between budget efficiency and legislative productivity cannot be explained solely through the amount of funding and the number of regional regulations enacted. Policy implementation is also influenced by communication, resources, implementers' disposition, and bureaucratic structure (Edwards III, 1980). Legislative processes involve relationships among the DPRD, the Regional Regulation Formation Agency, the DPRD Secretariat, regional government agencies, legislative experts, the Legal Bureau, and central government institutions. Consequently, coordination and institutional capacity are important determinants of effective policy implementation (O'Toole, 2000).

The 2025 Propemperda of the West Sumatra Provincial DPRD targeted 17 Ranperda, of which 9 were completed and 8 remained unfinished. This gap indicates that legislative achievement may be associated not only with budget limitations but also with the readiness of academic papers, supporting documents, regulatory changes, the complexity of regulatory substance, harmonization, facilitation, and coordination. A systems approach is therefore relevant because legislative productivity results from interactions among resources, actors, administrative preparedness, procedures, outputs, and feedback mechanisms (Wilkinson et al., 2021).

These relationships can also be examined through the Logic Model, which connects inputs, activities, outputs, outcomes, and impacts. In the legislative process, inputs include budgets, DPRD members, legislative experts, administrative personnel, data, technology, academic papers, and planning documents. Activities include drafting, deliberation, consultation, coordination, harmonization, facilitation, and evaluation, while outputs include completed Ranperda and enacted regional regulations. The expected outcomes and impacts include regulatory quality, legal certainty, improved governance, and stronger public protection (Ma & Agnew, 2022; McLaughlin & Jordan, 1999).

Previous studies have examined public-sector budgeting, performance information, budgetary changes, organizational downsizing, policy implementation, and legislative productivity separately. Anessi-Pessina et al. (2016) examined developments in public-sector budgeting research, while Ho (2018) discussed the transition from performance-based budgeting to performance-informed budget management. Flink and Molina (2021) analyzed the relationship between financial resources and public-sector organizational performance, whereas Kazho and Atan (2022) examined downsizing and public-sector performance. Arifin (2024) assessed legislative productivity in Indonesia through target achievement, regulatory quality, relevance, and participation. However, research specifically examining the 2025 budget efficiency policy and legislative productivity at the provincial DPRD level remains limited.

This study aims to analyze the impact of the 2025 budget efficiency policy on the legislative productivity of the West Sumatra Provincial DPRD in implementing Propemperda, identify the obstacles affecting Ranperda completion, and examine the measures undertaken to maintain legislative productivity. The study integrates Edwards III's policy implementation theory, a systems approach, and the Logic Model to explain the relationships among budgetary resources, legislative activities, institutional processes, and legislative results. It also provides evaluative evidence for improving legislative priority setting, administrative preparedness, budget allocation, and interinstitutional coordination.

Literature Review

Budget Efficiency and Public-Sector Organizational Performance

Public-sector budgets connect organizational objectives, programs, activities, resources, and results while functioning as instruments of planning, control, coordination, accountability, and evaluation. Public-sector budgeting has shifted from an input-oriented approach toward greater emphasis on results, performance, participation, and the integration of budgetary decisions into organizational management (Anessi-Pessina et al., 2016). Performance-based budgeting should therefore be supported by the effective use of performance information in strategic planning, program control, organizational learning, and resource allocation (Ho, 2018).

Budget efficiency refers to maintaining or improving organizational results through more economical and targeted resource use rather than merely reducing expenditure. The effect of financial resources on performance depends on organizational needs, the characteristics of the groups served, and operating conditions (Flink & Molina, 2021). Budgetary changes must consequently be accompanied by adjustments to priorities and working processes (Flink, 2018). Although organizational downsizing may improve efficiency, effectiveness, transparency, and accountability, it may also increase workloads, weaken institutional capacity, and reduce service quality when it is not based on a systematic assessment of organizational needs (Kazho & Atan, 2022). In this study, budget efficiency is assessed through the alignment of budget allocations with legislative priorities, the reduction of nonessential expenditure, the optimization of technology and human resources, and the capacity to maintain legislative quality under limited resources.

Implementation of the Budget Efficiency Policy

Policy implementation is the process of translating policy decisions into organizational actions. Its success depends on the clarity of objectives, implementer capacity, resource availability, communication, coordination, and bureaucratic procedures. Implementation should also be examined through the relationships among policies, organizations, implementers, interinstitutional networks, and policy outcomes (O'Toole, 2000). Accordingly, the success of budget efficiency is determined not only by the amount of expenditure reduced but also by how the policy is understood, applied, and adjusted to institutional needs.

Edwards III (1980) identifies four principal elements of policy implementation: communication, resources, disposition, and bureaucratic structure. Communication concerns the clarity of expenditure priorities, while resources include budgets, personnel, expertise, data, technology, authority, facilities, and time. Disposition refers to the commitment of implementers to maintain legislative targets, whereas bureaucratic structure concerns the division of responsibilities and coordination among the DPRD, Bapemperda, legislative commissions, the DPRD Secretariat, regional government agencies, the Legal Bureau, the Ministry of Law, and the Ministry of Home Affairs. Because policy implementation crosses organizational boundaries, effective network management and interinstitutional coordination are essential (O'Toole, 2000). Edwards III's framework is therefore used to assess policy communication, resource adequacy, implementer commitment, and bureaucratic coordination without treating budget efficiency as the sole cause of unmet Propemperda targets.

Legislative Productivity and Regulatory Quality

Legislative productivity refers to the capacity of a legislative institution to transform legislative agendas and regulatory proposals into legal instruments through effective, timely, and accountable processes. Its quantitative dimensions include the number of Ranperda planned, deliberated, approved, and enacted, while its qualitative dimensions include substantive quality, procedural compliance, relevance to public needs, public participation, timeliness, and regulatory enforceability. Legislative productivity should not be assessed solely by the number of legal instruments produced but should also consider legal conformity, regulatory quality, public needs, and public participation (Arifin, 2024).

Regulatory quality requires systematic planning, evidence use, stakeholder engagement, impact assessment, and evaluation (OECD, 2021). In Indonesia, Law Number 13 of 2022 requires legislation to be formulated in a planned, integrated, continuous, and participatory manner and strengthens the procedures for preparing academic papers (Republik Indonesia, 2022). The formation of regional legal instruments is also governed by Minister of Home Affairs Regulation Number 80 of 2015 and Minister of Home Affairs Regulation Number 120 of 2018 (Kementerian Dalam Negeri Republik Indonesia, 2015, 2018). Legislative productivity in this study is therefore assessed through target achievement, timeliness, academic-paper readiness, coordination, harmonization, facilitation, procedural compliance, and the relevance of the resulting regulations. The postponement of a Ranperda is not automatically interpreted as institutional failure when additional time is required to maintain regulatory quality and legal conformity.

Systems Approach and Logic Model in the Legislative Process

A systems approach views the legislative process as an interaction among inputs, processes, outputs, and feedback mechanisms. Systems mapping assists in identifying causal relationships, interactions among actors, feedback processes, and unintended effects (Wilkinson et al., 2021). Legislative inputs include budget allocations, Propemperda priorities, human resources, data, public aspirations, academic papers, and draft regulations. The process includes planning, drafting, deliberation, consultation, harmonization, facilitation, evaluation, approval, and enactment, while the outputs consist of completed Ranperda deliberations and enacted regional regulations.

Budget efficiency changes both the inputs and the operating conditions of the legislative system because it may limit official travel, consultation, coordination, and deliberative activities. However, its effects may be reduced through information technology, schedule management, legislative priority setting, document readiness, and stronger internal coordination. The systems approach is therefore used to avoid assuming that every decline in legislative achievement is caused solely by budget reductions.

The Logic Model complements the systems approach by explaining the relationship among inputs, activities, outputs, outcomes, and impacts. This model traces how resources are used to implement activities, generate outputs, and produce intended changes, ensuring that performance is not assessed solely through expenditure levels (McLaughlin & Jordan, 1999). In this study, inputs include budgets, DPRD members, Bapemperda, the DPRD Secretariat, legislative experts, regional government agencies, data, technology, academic papers, and planning documents. Activities include Propemperda preparation, academic-paper development, Ranperda deliberation, consultation, coordination, harmonization, facilitation, and evaluation. Outputs include Ranperda deliberated and regional regulations completed.

The expected outcomes include appropriate legislative priorities, efficient deliberations, effective coordination, legal certainty, and relevant legal instruments, while the long-term impacts include stronger governance, improved public services, public protection, and institutional accountability. Administrative outputs do not automatically produce intended impacts; therefore, the relationships among activities, outputs, outcomes, and impacts must be clearly demonstrated (Ma & Agnew, 2022). The Logic Model is used to distinguish the operational effects of budget efficiency from the administrative, regulatory, and institutional factors influencing Ranperda completion. A failure to complete a Ranperda can be attributed to budget efficiency only when evidence demonstrates that expenditure restrictions caused delays or prevented legislative stages from being implemented.

Previous Studies, Research Gap, and Novelty

Previous studies have examined public-sector budgeting, organizational performance, policy implementation, and legislative productivity separately. Anessi-Pessina et al. (2016) demonstrate that public-sector budgeting is closely related to planning, control, politics, and accountability, while Ho (2018) emphasizes the importance of using performance information in managerial decision-making. Flink and Molina (2021) analyze the relationship between financial resources and organizational performance, Flink (2018) examines the performance consequences of budgetary changes, and Kazho and Atan (2022) investigate the relationship between public-sector downsizing and efficiency, effectiveness, transparency, and accountability. These studies explain how changes in resources may influence organizational performance but do not specifically examine the formation of regional regulations.

Arifin (2024) assesses legislative productivity at the national level through targets, achievements, quality, relevance, and public participation but does not examine the effects of budget efficiency on regional legislation. O'Toole (2000) and Edwards III (1980) explain the institutional and organizational factors influencing policy implementation, while Wilkinson et al. (2021), McLaughlin and Jordan (1999), and Ma and Agnew (2022) provide frameworks for tracing relationships among resources, activities, outputs, outcomes, and impacts. However, studies linking the 2025 budget efficiency policy with the legislative productivity of the West Sumatra Provincial DPRD remain limited. The novelty of this study lies in integrating Edwards III's implementation theory, a systems approach, and the Logic Model to distinguish the effects of budget efficiency from the administrative, regulatory, and institutional factors determining Propemperda completion.

Method

This study employed a descriptive qualitative approach to examine the implementation of the 2025 budget efficiency policy, changes in working mechanisms, constraints in regional legislation, and the measures undertaken by the West Sumatra Provincial DPRD to maintain legislative productivity. This approach enabled an in-depth examination of organizational processes, actors' perspectives, relationships among implementers, and institutional dynamics that could not be adequately explained through numerical data alone (Busetto et al., 2020; Creswell & Poth, 2018). The study was conducted at the West Sumatra Provincial DPRD in Padang City, with the preparation and deliberation of the 2025 Propemperda serving as the unit of analysis. The research focused on 1) the effects of budget efficiency on operational support and legislative productivity; 2) administrative, regulatory, technical, and institutional constraints affecting Ranperda completion; and 3) adaptation strategies involving priority setting, working-mechanism adjustments, information technology, and stronger coordination. Informants were selected through purposive sampling based on their knowledge, experience, involvement, and authority in legislative processes and budget implementation (Palinkas et al., 2015; Tongco, 2007). They included DPRD leaders, the chair and members of Bapemperda, the Secretary of the DPRD, the Head of the Legislative Proceedings Division, legislative experts, DPRD Secretariat employees, community members, and journalists.

Primary data were collected through in-depth semistructured interviews and observation, while secondary data were obtained from laws and regulations, Propemperda documents, the 2024 Revised Budget Implementation Document, the 2025 Budget Reallocation Implementation Document, DPRD rules of procedure, academic papers, meeting minutes, Ranperda lists, legal instruments, and activity reports. The data-collection instruments consisted of a semistructured interview guide, observation notes, and a document-review matrix. Interviews explored budgetary changes, activity adjustments, deliberative constraints, document readiness, regulatory changes, interinstitutional coordination, regulatory quality, and DPRD adaptation strategies (Dunwoodie et al., 2023). Observations examined legislative processes and coordination patterns, while documentary analysis verified the consistency of interview and observation data with budget allocations, Propemperda achievements, deliberative stages, and enacted legal instruments.

Data were analyzed using the interactive model of Miles et al. (2014), consisting of data condensation, data display, and conclusion drawing and verification. Interview, observation, and documentary data were selected, simplified, coded, categorized, and organized into themes before being presented through analytical narratives, matrices, tables, and document comparisons. Traceability among the original data, codes, categories, themes, and conclusions was maintained throughout the analysis (Nowell et al., 2017). Data credibility was examined through source, technique, and time triangulation by comparing information across informants, data-collection methods, and different periods (Busetto et al., 2020). Research rigor was strengthened through repeated examination of interview findings, budget documents, Propemperda data, academic papers, and legal instruments, while differences in information were assessed according to the institutional roles and experiences of the informants (Tracy, 2010). Data adequacy was determined by the diversity and involvement of informants, the depth of information, and data saturation rather than by a predetermined number of participants (Guest et al., 2006). The findings were interpreted using policy implementation theory, the systems approach, the Logic Model, relevant regulations, and previous studies to distinguish the effects of budget efficiency from other administrative, regulatory, technical, and institutional factors affecting Propemperda achievement.

Results and Discussion

The data were analyzed through data condensation, data display, and conclusion drawing and verification. Interview, observation, and documentary data were selected, coded, grouped, and compared to identify consistent patterns across sources (Miles et al., 2014). The analysis produced three principal findings:

Changes in Budgetary Support and Legislative Activities

The 2025 budget efficiency policy reduced financial support for legislative activities, particularly the preparation and deliberation of Propemperda and official travel expenditure. The budget for the preparation and deliberation of Propemperda decreased from Rp 1,206,849,000 in 2024 to Rp 805,672,200 in 2025, representing a reduction of 33.24%. Official travel expenditure declined from Rp 1,128,958,000 to Rp 667,859,000, representing a reduction of 40.84%. These changes limited the intensity of consultation, coordination, comparative studies, meetings with legislative experts, and Ranperda harmonization. Public-sector budgets function not only as financing instruments but also as instruments of planning, coordination, control, and organizational performance (Anessi-Pessina et al., 2016; Ho, 2018).

Table 1. Comparison of the Legislative Activity Budget of the West Sumatra Provincial DPRD, 2024–2025

Budget Component	2024	2025	Reduction	Percentage
Sub-Activity for the Preparation and Deliberation of Propemperda	Rp 1,206,849,000	Rp 805,672,200	Rp 401,176,800	33.24%
Official Travel Expenditure	Rp 1,128,958,000	Rp 667,859,000	Rp 461,099,000	40.84%

Source: Processed by the researchers based on the Dokumen Perubahan Pelaksanaan Anggaran, or Revised Budget Implementation Document (DPPA), of the Secretariat of the West Sumatra Provincial DPRD for the 2024 Fiscal Year and the 2025 Budget Reallocation DPPA.

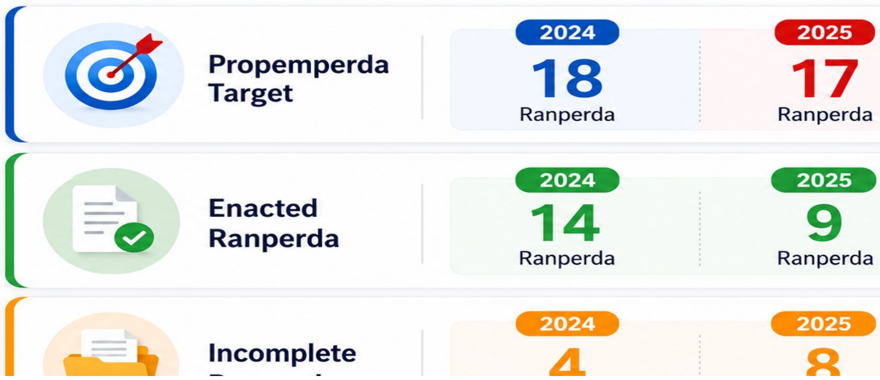
Muhammad Iqra Chissa Putra stated that the reductions were most evident in official travel, ministerial consultations, comparative studies, interregional coordination, meetings with legislative experts, and Ranperda harmonization (Interview with Muhammad Iqra Chissa Putra, 2026). Although efficiency did not halt the legislative process, it reduced the frequency of supporting activities. The DPRD and its Secretariat responded by selecting activities according to urgency, combining related agendas, rescheduling meetings, and using online communication (Interview with Fadhil Rifki Albisri, 2026). Budget disbursement itself was not the principal obstacle, but every unit was required to improve planning accuracy and direct expenditure toward activities that supported legislative targets (Interview with Yasmin, 2026).

These findings indicate that efficiency should not be interpreted as a comprehensive reduction in legislative activities. It requires economical and targeted resource utilization while maintaining organizational outputs and quality (Akbar et al., 2022). The relationship between budget availability and performance is not linear because it is also influenced by managerial capacity, priority setting, responsibility distribution, and organizational adaptability (Flink, 2018; Flink & Molina, 2021). H. Raflis emphasized that restrictions on official travel, consultation, and coordination should not automatically reduce the quality of Ranperda because regulatory quality depends primarily on academic-paper readiness, analytical depth, community-needs assessment, and the capacity to formulate implementable provisions (Interview with H. Raflis, 2026). Therefore, budget efficiency mainly affected supporting activities, while the stages of planning, drafting, deliberation, harmonization, facilitation, approval, enactment, and promulgation remained governed by applicable regulations (Kementerian Dalam Negeri Republik Indonesia, 2015, 2018).

Propemperda Achievement and Its Influencing Factors

Propemperda achievement declined between 2024 and 2025. The target decreased from 18 to 17 Ranperda, while the number completed declined from 14 to 9. Incomplete Ranperda increased from 4 to 8, reducing the completion rate from 77.78% to 52.94%, or by 24.84 percentage points. However, these data do not demonstrate that budget reductions were the sole cause because Ranperda completion was also influenced by administrative, regulatory, technical, and institutional factors (Flink & Molina, 2021; Ma & Agnew, 2022).

Figure 1. Comparison of Propemperda Achievement of the West Sumatra Provincial DPRD, 2024-2025



Source: Processed by the researchers based on the 2024–2025 Propemperda data of the West Sumatra Provincial DPRD.

Muhammad Iqra Chissa Putra explained that legislative achievement was also affected by academic-paper readiness, changes in central government regulations, facilitation by the Ministry of Home Affairs, and the need to refine Ranperda substance (Interview with Muhammad Iqra Chissa Putra, 2026). Legislative productivity should therefore be assessed not only through the number of regulations completed but also through substantive quality, conformity with higher-level legislation, analytical depth, timeliness, relevance to public needs, participation, and regulatory enforceability (Arifin, 2024; OECD, 2021). One of the principal obstacles was the late preparation of academic papers and supporting documents. Several Ranperda had been included in Propemperda without complete academic papers, supporting data, regulatory substance, and administrative documents. Maifrizon and M. Yasin emphasized that unmet targets were not solely caused by budget efficiency but also by delays among proposing regional government agencies in preparing the required documents (Interview with Maifrizon, 2026; Interview with M. Yasin, 2026). This reveals a gap between legislative planning and administrative readiness, making targets difficult to achieve even when deliberation funding was available (Kementerian Dalam Negeri Republik Indonesia, 2015, 2018). Academic papers provide the scientific foundation for defining regulatory problems, objectives, philosophical, legal, and sociological considerations, and the scope of regulation (Republik Indonesia, 2022).

Changes in central government regulations also required several Ranperda to be reviewed and adjusted to avoid conflict with higher-level legislation. This process involved revising provisions, conducting additional deliberations and consultations, and repeating harmonization, thereby extending the completion period (Republik Indonesia, 2022; Wilkinson et al., 2021). M. Yasin explained that substantive refinement was necessary to ensure legal certainty and alignment with national policies (Interview with M. Yasin, 2026). H. Daswippetra further stated that regulatory changes required more extensive deliberations with regional government agencies, academics, and interested parties to ensure that Ranperda addressed regional needs without contradicting central policies (Interview with H. Daswippetra, 2026). Such delays may reflect regulatory quality control rather than low legislative productivity (Arifin, 2024; OECD, 2021).

Ranperda completion was also affected by harmonization, facilitation, and interinstitutional coordination involving the DPRD, Bapemperda, legislative commissions, the DPRD Secretariat, regional government agencies, legislative experts, the Legal Bureau, and central government institutions. Completion therefore depended on document readiness, schedule alignment, responsibility distribution, and a shared understanding of regulatory substance. Effective implementation across institutional boundaries requires clear communication and well-defined responsibilities (Edwards, 1980; O'Toole, 2000). Dahrul Idris stated that schedule changes were more frequently caused by incomplete documents from regional government agencies than by budget limitations (Interview with Dahrul Idris, 2026). Because harmonization and facilitation involved institutions outside the DPRD, completion schedules were not entirely controlled by the regional legislature (Kementerian Dalam Negeri Republik Indonesia, 2015, 2018). Under limited resources, information clarity, implementer commitment, and bureaucratic coordination became increasingly important (Edwards, 1980).

The complexity of regulatory substance further influenced completion time. Ranperda concerning regional development, employment, education, infrastructure, farmer protection, waste management, and electronic-based government systems involved multiple interests and sectoral regulations. Their deliberation required supporting data, expert opinions, interagency coordination, and participation from affected groups (OECD, 2021; Republik Indonesia, 2022). H. Daswippetra explained that deliberations involved not only normative examination but also in-depth discussion with government agencies, academics, and relevant stakeholders (Interview with H. Daswippetra, 2026). H. Raflis added that regulatory quality was more strongly determined by the quality of academic papers, analytical depth, community-needs assessment, and drafting capacity than by the number of meetings conducted (Interview with H. Raflis, 2026). Legislative productivity should therefore be assessed through both quantitative and qualitative dimensions because a complex Ranperda may require more time and resources than several less complex proposals (Arifin, 2024). The existence of four incomplete Ranperda in 2024 also demonstrates that legislative constraints had occurred before the 2025 efficiency policy. Budget efficiency is thus more appropriately understood as an additional operational pressure rather than the sole cause of unmet Propemperda targets (Flink & Molina, 2021).

DPRD Measures to Maintain Legislative Productivity

The West Sumatra Provincial DPRD responded to budget limitations by 1) prioritizing Ranperda; 2) adjusting deliberation schedules and mechanisms; 3) optimizing internal meetings; 4) utilizing information technology; and 5) strengthening interinstitutional coordination. These measures demonstrate organizational adaptability in maintaining the legislative function under limited resources (Flink, 2018; Kazho & Atan, 2022). Priority was given to Ranperda that were urgent, directly related to community needs, mandated by higher-level legislation, and administratively and substantively prepared. This prioritization was required because limited budgets and time prevented all Ranperda from being completed simultaneously (Ho, 2018).

Muhammad Iqra Chissa Putra explained that the DPRD optimized internal meetings and online coordination, rearranged deliberation schedules, and prioritized Ranperda addressing urgent community needs (Interview with Muhammad Iqra Chissa Putra, 2026). The institution also emphasized substantive readiness and regulatory quality rather than solely pursuing the number of regulations enacted (Interview with H. Daswippetra, 2026). This approach reflects a shift from quantity-oriented performance toward urgency, readiness, public benefit, and quality, consistent with performance-informed budget management (Ho, 2018).

Working mechanisms were adjusted by combining activities, optimizing internal meetings, using electronic communication, and transmitting documents digitally to reduce official travel without discontinuing coordination (Flink, 2018). Dahrul Idris stated that preliminary coordination and document transmission could be conducted online, although complex substantive deliberations still required face-to-face meetings (Interview with Dahrul Idris, 2026). The effectiveness of digital mechanisms depended on equipment readiness, human-resource capacity, network quality, and institutional willingness. Accordingly, activities that could be conducted online were reduced, while funding for academic papers, substantive deliberations, harmonization, facilitation, and public participation needed to be maintained to prevent efficiency measures from weakening organizational capacity and regulatory quality (Kazho & Atan, 2022; OECD, 2021).

Coordination was strengthened from the planning stage to ensure academic-paper readiness, document completeness, schedule alignment, and follow-up to harmonization results. This coordination involved the DPRD, Bapemperda, the DPRD Secretariat, regional government agencies, legislative experts, the Legal Bureau, and central government institutions (O'Toole, 2000). Maifrizon emphasized that coordination should begin before the deliberation period so that document delays could be anticipated (Interview with Maifrizon, 2026). Stronger coordination also required clear responsibilities among regional government agencies preparing academic papers and supporting data, the DPRD Secretariat providing administrative support, and the DPRD and Bapemperda determining priorities and conducting substantive deliberations (Edwards, 1980).

Within the Logic Model, budget reductions represent changes in inputs that affect official travel, consultation, coordination, and deliberation. The DPRD responded through priority setting, schedule adjustments, technology utilization, and stronger coordination to maintain outputs in the form of completed Ranperda and outcomes in the form of regulatory quality and relevance (Ma & Agnew, 2022; McLaughlin & Jordan, 1999). Comparison of budget documents, Propemperda achievement, interviews, and documentary evidence demonstrates that the relationship between budget efficiency and legislative productivity was not direct. Budget reductions constrained supporting activities, while final achievement was also determined by administrative readiness, regulatory changes, substantive complexity, and coordination capacity. This conclusion was verified through systematic comparison of multiple data sources (Miles et al., 2014).

Based on these findings, this study proposes the concept of adaptive legislative productivity, defined as the DPRD's capacity to maintain its legislative function through 1) selective budget efficiency; 2) administrative preparedness; 3) priority setting based on urgency and readiness; and 4) interinstitutional coordination. This concept indicates that legislative productivity is determined not only by the amount of available funding but also by the institution's capacity to manage resources, documents, working processes, and institutional relationships (Edwards, 1980; Wilkinson et al., 2021).

Conclusion

This study confirms that budget efficiency influences legislative productivity through organizational and administrative mechanisms rather than through budget reductions alone. The ability of the West Sumatra Provincial DPRD to sustain the implementation of Propemperda was determined by the readiness of academic papers and supporting documents, the accuracy of legislative priorities, the capacity to respond to regulatory changes, and the effectiveness of interinstitutional coordination. Budget limitations primarily affected supporting activities, while the continuity and quality of the legislative process depended on the institution's ability to reorganize resources and working procedures.

The main contribution of this study is the formulation of adaptive legislative productivity, which describes the capacity of a legislative institution to maintain its principal functions under resource constraints through selective efficiency, administrative readiness, priority-based decision-making, and coordinated institutional adaptation. This finding indicates that budget efficiency should not be implemented as uniform expenditure reduction but as a strategic reallocation process that protects essential legislative activities, including the preparation of academic papers, substantive deliberation, harmonization, facilitation, and public participation. Since this study was limited to one provincial DPRD and one fiscal year, future research should compare legislative institutions across regions, examine efficiency at each stage of Ranperda formation, and assess the implementation and public value of regional regulations after enactment.

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