

**EVALUATION OF THE FUNCTION OF *DPRD* LEGISLATION IN THE
PROCESS OF FORMING REGIONAL REGULATIONS
IN THE CITY OF SUKABUMI**

Study of the Regional People's Representative Council of Sukabumi City

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ABSTRACT

The Regional People's Representative Council (*DPRD*) as an element of government has three main functions: legislation, budget, and supervision. The legislative function includes the creation of Regional Regulations (*Perda*) through *DPRD* initiatives or proposals, which are then discussed and approved or rejected. Sukabumi City *PropemPerda* has targets and work plans in drafting regional regulations to create regional regulations that are productive and beneficial for the progress of the city. However, of the expected 59 *PropemPerda* targets, only 37 were successfully realized. Of the 37 *PropemPerda* that were passed as regional regulations, only 2 of them came from *DPRD* initiatives. This research aims to evaluate the function of *DPRD* legislation in the process of forming regional regulations in the City of Sukabumi, using William N. Dunn's (2003) public policy evaluation theoretical framework, which includes effectiveness, efficiency, adequacy, alignment, responsiveness, and accuracy. The research method used is descriptive qualitative, with data collection techniques in the form of semi-structured interviews, observation, and documentation studies. Data analysis was carried out based on the Miles and Huberman approach. The research results show that there are still many targets that have not been achieved each year, and the implementation of regional regulations is not always by the expected goals.

Keywords: *DPRD, Legislative Function, Regional Regulations*

A. INTRODUCTION

The Republic of Indonesia is a unitary state and adheres to the principle of decentralization, which means it can give freedom to each region to regulate its regional autonomy. (Aprila 2020) Article 1 paragraph 2 of the *Undang-Undang*

Nomor 23 Tahun 2014 concerning Regional Governments about local Government explains the purpose of regional government, namely to carry out government affairs by the regional government and also the Regional People's Representative Council with the principles of autonomy and assistance duties. So, with the principle of autonomy as wide as possible in the system and principles of the Republic of Indonesia as intended in the *Undang-Undang Dasar Tahun 1945* (constitution). The regional government is the Regional Head which is the element of regional government administrators who lead the implementation of government affairs that fall under the authority of the autonomous region.

In the Regional Government administration system, the Regional People's Representative Council (*DPRD*) as one of the elements in government administration is regulated in the *Undang-Undang Nomor 23 Tahun 2014* concerning Regional Governments. The *DPRD* has been placed in the regional government structure together with the regional head, this relationship pattern between the regional head and the *DPRD* needs to be implemented in a subordinate manner, meaning that there is no bargaining position for the *DPRD* regarding any policies that have been issued by the regional head so that in the future the existence of the *DPRD* will not only be used to legalize every form of program and activity that has been proposed by the regional head, let alone the need to exercise control over the running of regional government (Yudistira 2018). The *DPRD* is one of the organizing elements of a regional government (Rustam 2021).

Articles 149 and 150 states that the *DPRD* has legislative, budget, and supervisory functions. The legislative function is one of the important tasks of the *DPRD* which involves exercising the right to propose Draft Regional Regulations, either based on internal proposals from the council members themselves or other parties, as a manifestation of the role of policymakers at the local level.

The existence of the Sukabumi City *DPRD* as an element of government in Sukabumi City is very important. Table 1.1 below shows the membership of the Sukabumi City *DPRD* for the 2019 – 2024 periods.

Table 1.1 Number of Members of the Regional People's Representative Council of Sukabumi City Based on Fraction in 2019-2024

No	Faction Name	Number Of Members
1	Gerindra	6
2	PDI-P	4
3	Golkar	6
4	NasDem	3
5	PKS	5
6	PPP	2
7	PAN	3
8	Hanura	1
9	Demokrat	5
Amoount		35

Source: Sukabumi City *DPRD* Secretariat

The table reflects the composition, number, and membership of the *DPRD*, which reflects the responsibilities of *DPRD* members in representing the aspirations of the community. Each member of the *DPRD* from various factions has been placed in commission according to their field of expertise, which is required by the Sukabumi City *DPRD*.

The Sukabumi City *DPRD* for the 2019-2024 period has a full role in proposing up to the ratification stage of the Draft for the Formation of Regional Regulations into Regional Regulations, both from proposals from the Sukabumi City Government and from the *DPRD* itself. However, there is a phenomenon where the Sukabumi City *DPRD*, as a regional legislative institution that should be a source of initiatives, ideas, and concepts regarding various Regional Regulations, has not been optimal in its performance, especially in drafting Regional Regulations based on proposals or initiatives from the *DPRD*.

The Sukabumi City *PropemPerda* has placed targets and work plans in the preparation of regional regulations with the hope of realizing productive and applicable regional regulations to progress the City of Sukabumi. In practice, the results of the *PropemPerda* target were expected to reach 59 but in reality, only 37 were realized. Of the 37 *PropemPerda* that were realized and reached the stage of being ratified as regional regulations, only 2 regional regulations were the result of the *DPRD*'s initiative.

The Sukabumi City *DPRD*'s lack of optimal performance in carrying out its legislative function in forming regional regulations can be caused by the weak effectiveness of the Sukabumi City *DPRD* in carrying out its legislative function in forming regional regulations.

So there is an indication that the Sukabumi City *DPRD* is not yet optimal in carrying out its legislative function in forming regional regulations due to the low effective capacity of the Sukabumi City *DPRD* in carrying out its legislative function in forming regional regulations.

Based on the description above, the City Council of Sukabumi for the 2019-2024 period bears full responsibility for every proposal until the approval stage of the regional regulation formation, whether submitted by the Sukabumi City government or by the City Council itself as the representation of the people's deputies. However, in reality, the Sukabumi City Council, as a local legislative institution that should be a source of initiative, ideas, and concepts in forming various regional regulations, has not yet reached an optimal level in performing its functions as stipulated in the *Undang-Undang Nomor 23 Tahun 2014* concerning Regional Government, which states that the City Council has the authority in the function of forming regional regulations. Given this issue, the author is interested in conducting further research with the title "Evaluation of the Legislative Function of the City Council in the Regional Regulation Formation Process."

B. LITERATURE REVIEW

Policy Evaluation

It is a form of process to be able to assess how far a policy can produce results, namely by comparing the results obtained with the specified public policy objectives and targets (Mais, Liando, and Pangemanan 2019).

Evaluation Model

1. Effectiveness : The desired results can be achieved
2. Efficiency : In the form of effort required to achieve the desired results
3. Adequacy : How far achieving the desired results can solve the problem
4. Alignment : A process that is carried out evenly
5. Responsiveness : Policy results satisfy needs
6. Accuracy : The desired result or goal is truly useful or valuable

Regional People's Representative Assembly

Legislative power is the power to provide a basis for state administration in terms of forming laws. The existence of legislative institutions initially began with the desire of the people to be able to take over state power which initially began to be centered on a king or head of state. Then this desire ultimately becomes the trigger for the center of community power to gain legitimacy and become institutionalized in legislative institutions (Solihah Ratnia and Witianti Siri 2019).

Function of Legislation

The function of this legislation is a process to accommodate the interests of various parties (stakeholders), to be able to determine how each form of development in the region needs to be implemented. This legislative function has an important meaning in several ways in determining the direction of development and government. In regional areas, the basis for every public policy formulation, as a regional social contract, is supporting the formation of regional apparatus and the organizational structure of regional apparatus. Apart from that, in carrying out this legislative function, the *DPRD* also plays a role as a policy maker, and not as a policy implementer in the region. This means that between the *DPRD* as public officials and the community as stakeholders, there is a social contract based on fiduciary duty. Thus, this fiduciary duty needs to be upheld in every legislative function process (Santoso et al. 2021).

Local regulation

That regional-level legislation is an inseparable part of the unity of the national legislative system. Thus, there must be no regional-level legislation that conflicts with higher-level regulations or the public interest (Jumadi 2018).

C. METHODS

The method in this research uses descriptive qualitative research, which is based on the philosophy of post positivism, used to research the condition of natural objects, where the researcher is the key instrument, data collection techniques are carried out through triangulation (combined), data analysis is inductive/qualitative, and the research results in Qualitative emphasizes meaning more than generalization (Sugiyono 2017). This descriptive research aims to create systematic, factual, and accurate descriptions, images, or paintings regarding the facts, characteristics, and relationships between the phenomena being investigated (Rukajat 2018).

This research focuses on evaluating the legislative function of the *DPRD* in the process of forming regional regulations in Sukabumi City. Data collection

techniques include interviews, observation, and documentation. Data validity was carried out using triangulation techniques.

D. EXPLANATION

Effectiveness

In the first stage, namely effectiveness, the Regional People's Representative Council (*DPRD*) and the local government of Sukabumi City have set targets to achieve. The success in reaching these targets indicates the level of effectiveness attained. The accomplishment of goals for each regulation produced becomes a factor in assessing effectiveness.

In reality, the Sukabumi City *DPRD* has not succeeded in achieving the target for the formation of regional regulations, with more regulations being generated by the local government. Out of 37 Draft Regional Regulations (*PropemPerda*) realized and enacted as local regulations, only 2 originated from the *DPRD*'s initiative. This indicates the low performance of the Sukabumi City *DPRD* in carrying out its legislative function as a local government regulatory body, as the *DPRD* should have the right of initiative to propose regional regulation drafts.

Efficiency

The next step after measuring effectiveness in evaluating public policies is efficiency. Efficiency relates to the costs and efforts required to achieve specific goals. In the context of formulating local regulations in the City Council of Sukabumi, both the Council and the local government are diligently working towards the desired objectives of regulation formation. One effort involved is the preparation of an Academic Draft.

Members of the council for the 2019-2024 term did not receive training or guidance regarding their duties and functions in the City Council of Sukabumi. Researchers observe that training or guidance programs for council members are crucial, as they equip them with a better understanding of their roles. Moreover, since most council members do not have backgrounds in law, social sciences, or politics—highly relevant fields for crafting sound local regulations—training becomes essential for them to contribute more effectively to the regulation-making process.

These challenges have led to some draft regulations being unable to proceed for discussion. With these issues in mind, greater efforts are needed to enhance efficiency in the local regulation formation process

Adequacy

The next step after evaluating efficiency in public policy is adequacy. Adequacy relates to whether the chosen efforts or alternatives are sufficient to help achieve the set goals.

In the context of local regulation-making, the presence of experts plays a crucial role in supporting the council in its legislative duties. Experts are expected to facilitate the council's work with their expertise and understanding. However, in the Secretariat of the City Council (*DPRD*) of Sukabumi, the available experts are not adequately capable of providing sufficient support to the council, especially in the legislative function. There is a shortage of experts in the regional legislative

body, which should be present to support the council's performance in its duties, particularly in the legislative function.

Furthermore, the level of adequacy of success can be seen from the number of regional regulations successfully enacted over five years. In the last five years, the council has only managed to produce two regional regulations, while the local government has produced thirty-five regional regulations. Although there is no ideal standard for the number of regional regulations to be produced, it should at least reflect the achievement of the set targets. This imbalance indicates that the goals of the legislative program have not been met.

Alignment

The next step after sufficiency in evaluating public policies is equalization. Equalization involves concerted efforts from all parties involved in policy-making to achieve fairness. This can be observed through community participation in drafting local regulations, extending beyond expressing aspirations during council recess to active involvement in special committee meetings.

In reality, the community's role in the local regulation formation process is suboptimal due to limited involvement. As a result, the produced local regulations do not fully reflect the needs and aspirations of the people of Sukabumi City.

Responsiveness

Responsiveness is the fifth indicator after smoothing in public policy evaluation. Responsiveness is related to the community's feedback on policies created by local governments and councils. This feedback can be either positive or negative. The Sukabumi City *DPRD* has received various negative responses, partly due to not involving the public in the formulation process, leading to unfavorable reactions. These responses stem from the community's experiences with the implementation of legal products that impact them.

Accuracy

The final indicator in public policy evaluation is accuracy. At this stage, an assessment is conducted to determine whether the methods and efforts employed align with the intended goals of regional regulation. The academic paper, a result of scientific research, plays a crucial role in forming local regulations. Its significance lies in the necessity for research and field observation before shaping policies into legal products.

In reality, the selection process for crafting Academic Papers in the preparation of regional regulations lacks quality standards that align with the needs of the Sukabumi City community. Therefore, the creation of Academic Papers should be undertaken by experts in the respective field. It's crucial to consider who produces Academic Papers because if done by unqualified individuals, the outcomes may not be effective.

Factors Inhibiting the Performance of the Sukabumi City *DPRD* for the 2019-2024 Period

1. The Quality of Human Resources (HR) among members of the City Council of Sukabumi

The differences in educational backgrounds, both relevant and irrelevant, are evident among City Council members, with a high number having only completed secondary education. Technically, City Government Work Units

(SKPD) need to repetitively and more intricately explain Draft Regulation (RaPerda) materials for council members to comprehend, leading to a longer time needed for understanding. This weakness indicates a low quality of HR among City Council members in formulating and discussing regulations, as they do not fully grasp legal drafting and technical content, hindering consensus on the goals of Sukabumi City's local government.

2. Suboptimal involvement of the community/stakeholders

The process of formulation and establishment lacks effective socialization and publication, both in the preparation and drafting stages and during discussions at the local regulation-forming institution level. This inadequacy persists even after the regulations are ratified and promulgated for implementation.

3. Inadequate budget

Insufficient funding is a significant obstacle in the regulation-formulation process, as appropriate budget allocation could enhance focus on creating academic texts.

4. Time constraints

Time plays a crucial role in the formation of local regulations. Short timeframes are viewed by council members as a hindrance, as crafting a local regulation is not an easy task. Therefore, the mechanism for setting the agenda for regulation-formulation activities becomes unattainable, adversely affecting the optimal functioning of council members in their legislative duties

Efforts must be made so that *DPRD* legislative functions run optimally

1. Developing an education and training program involves collaborating with educational institutions to enhance knowledge related to legislative functions. Establishing partnerships with educational institutions to organize development programs can significantly improve the insight of *DPRD* members, encompassing holistic approaches such as education, skill development, and active community interaction to enhance their competency and performance.
2. To increase community participation, addressing conflicts of interest requires joint efforts between the *DPRD* and the public. Enhancing transparency, accountability, and responsiveness to community needs is crucial. Political education and community empowerment are also essential to stimulate greater participation.
3. Local governments initiating budget changes necessitate the formation of Regional Regulations to streamline the process and ensure quality outcomes. Adequate budgeting allows allocation for the drafting of academic manuscripts for Regional Regulations, preventing hindrances in the future and producing higher-quality regulations.
4. Optimal time optimization for the formation of regional regulations is crucial, considering the limited time available to council members. Time constraints pose obstacles that need to be addressed and optimized to enhance the efficiency of the legislative process.

Research on the legislative functions of the *DPRD* has been conducted, each with unique characteristics. Differentiating factors include a focus on renewal and

in-depth theoretical analysis, such as utilizing Dunn's evaluation theory with six indicators to comprehensively assess the legislative functions of the *DPRD*.

E. CONCLUSION

The Sukabumi City Regional People's Representative Council (*DPRD*) for the 2019-2024 period has not successfully carried out its legislative functions optimally. The evaluation of the *DPRD*'s implementation in the formation of regional regulations in Sukabumi City has not been optimal. The effectiveness of the target for the formation of local regulations has not been achieved optimally, facing challenges in efficiency, and efforts have encountered obstacles, falling short of the expected goals. Adequacy in terms of efforts and existing alternatives has not been sufficient to achieve success in the formation of regional regulations. The alignment process in drafting regulations has not been optimal in involving stakeholders, especially the community. Responsiveness is hindered by negative perceptions of certain regulations in society, and accuracy falls short of standards, particularly related to academic manuscripts.

The inhibiting factors contributing to the suboptimal performance of the Sukabumi City *DPRD* in carrying out its legislative functions include the diverse backgrounds of *DPRD* members, limited community involvement, budget constraints, and time limitations.

Efforts needed include planning training programs for Sukabumi City *DPRD* members, enhancing community participation, adjusting the budget, and optimizing time renewal. Certainly, this research examines the legislative functions of the Regional People's Representative Council (*DPRD*) that have been conducted. However, each researcher brings unique characteristics to their study. A differentiating factor lies in the presence of innovation, as researchers employ in-depth theories to scrutinize the legislative functions of the *DPRD*. In this case, the researcher utilizes Dunn's evaluation theory, employing six indicators to delve deeper into evaluating the *DPRD*'s legislative functions.

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