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THE ESSENTIALS OF DPRD'S MAIN POINTS OF THOUGHT IN EQUITABLE REGIONAL DEVELOPMENT

Espin Tulie¹, Asna Aneta², Yanti Aneta³
Mahasiswa Program Doktor Administrasi Publik¹
Universitas Negeri Gorontalo, Indonesia^{2,3}
espintulie071@gmail.com¹

ABSTRACT

This research is entitled The Essence of the Main Thoughts of the DPRD in Equitable Regional Development, with the formulation of the problem: what is the development planning process in Gorontalo Province?, what is the process for preparing the Main Thoughts (POKIR) of the DPRD?, how is the process for preparing the Regional Government Work Plan (RKPD))?, what are the steps for synchronizing POKIR with the RKPD in Gorontalo Province?. While the research method used is a qualitative method. The Main Thoughts (POKIR) DPRD is a program of regional development activities obtained by DPRD members based on minutes of meetings, hearings, or the results of absorption of aspirations through recess, which are then entered into the Regional Government Information System (SIPD) in the form of Programs and Activities. This is done considering the existence of the DPRD as the representative of the people who are expected to accommodate and accept the various aspirations of the citizens so that their difficulties are resolved and their needs are met. Of course, the community expects the DPRD's role to continue and fight for their aspirations to receive a budget or improve facilities from the government. The topic of discussion regarding the essence of the DPRD's main thoughts in the distribution of regional development will be directed to the discussion on the active role of the DPRD in absorbing, accommodating, and fighting for the aspirations of the citizens, which are outlined in the Regional Revenue and Expenditure Budget (APBD).

Keywords: *Aspiration; Regulation; Functions.*

INTRODUCTION

Development is an effort or a series of planned growth and change activities carried out consciously by a nation State and government in the context of national development. The goal of national development is to realize a just and prosperous society that is evenly distributed materially and spiritually based on the Pancasila of the 1945 Constitution. The fourth paragraph of the Preamble of the 1945 Constitution states the objectives of national development, namely (1) to protect the entire Indonesian nation and the entire homeland of Indonesia; (2) to advance the general welfare; (3) to educate the nation's life; and (4) to participate in implementing world order based on independence, lasting peace, and social justice. Conceptually, the concept of development is understood variously, and according to Rogers (Rochajat, et al: 2011: 3) is a useful change towards a social and economic system that is decided as the will of a nation. Furthermore,

according to W.W Rostow (Abdul: 2004: 89), development is a process that moves in a straight line, namely from underdeveloped societies to developed countries.

Development is both a physical reality and the determination of a society to work as hard as possible through a combination of social, economic, and institutional processes, to achieve a better life. To achieve a "better life" all societies must have at least three core objectives as follows (Todaro, 2000: 28): a. Increasing the availability and expanding the distribution of various kinds of necessities of life, such as food, clothing, shelter, health and security protection. b. Increasing living standards are not only in the form of increased income but also includes additional employment, improving the quality of education, and increasing attention to cultural and human values, all of which are not only to improve material welfare, but also foster personal and national identity. c. The expansion of economic and social options for individuals and the nation as a whole by freeing them from the bondage of servitude and dependence, not only on other people, countries, and nations but also on any forces that have the potential to undermine their human values.

The change in state administration policy from a centralized to a decentralized system has a significant impact on regional development. One of them is the opening of opportunities for the community to be involved as a determinant of development in a region. The decentralization policy has resulted in an increasing role for local governments, including in planning development so that on the one hand this is not easy to apply and is often faced with problems and various challenges. Sjafrizal (2015) mentions three problems that often arise in development planning, namely as follows: a). There is still a sectoral ego between government officials in carrying out development activities; b). Lack of integration between planning and budgeting; and, c). Suboptimal participation of the community in the process of preparing development plans so that most of the plans prepared are still top-down planning. So far, the concept of planning tends to be oriented towards development that encourages economic growth and can be achieved quickly through industrialization. However, in reality, economic growth is not necessarily directly proportional to community welfare. This is as stated by Thant quoted by Ndraha (1990), that economic growth alone is not enough but must be accompanied by social change / social structure so that development has a positive impact.

Regional development is an integral part of national development, where the development process carried out in the regions becomes an inseparable part of national development. Therefore, the spirit of regional autonomy encourages the decentralization process as a development strategy that is currently very suitable for the conditions of the people in the regions. The fundamental thing

that must be considered is that the concept of the spirit of autonomy should still pay attention to the direction of national development policies as a unified government system in the concept of state. As it is known that the focus of the implementation of regional autonomy lies in the district/city, so in the implementation of development in the region, where the regent/mayor as the top holder of power must be able to provide cultural and structural changes to improve development in the region. In line with this spirit, according to Todaro (2003), the success of economic development is indicated by three main values, namely: a. The development of people's ability to fulfill their basic needs, b. The increasing self-esteem of people as human beings, and c. The increasing ability of people to choose (freedom from servitude).

Cultural and structural changes in government can be related to three things. First, changes in financial management (fiscally), involve clarity regarding regional authority in terms of budget management responsibilities, generating revenue, and spending according to needs. Second, changes politically, which involves optimizing the role and function of the council (DPRD) as a political official elected based on representative democracy and the major (Regional Head) elected based on participatory democracy. The existence of these political officials must be able to truly carry out the mandate given by the local community. Third, changes in government administration (administratively), namely the responsibility for local bureaucracy or regional apparatus to always improve the quality of distribution of public service provision and development in a professional manner. Quoting the opinion of Riggs (1971) in Supriyono (2012), "development is a conscious and institutionalized attempt at societal development"; that development can be interpreted as an effort made consciously and institutionally for the benefit of community development. Conscious and institutionalized efforts are efforts made by the government through various development policies for the community.

In the concept of a democratic state, the role and involvement of the community is an important aspect of planning, because it is the community itself that understands and knows about what their needs are. Therefore, good planning must rely on the direct participation of the community, whether they channel it through the executive or the legislature. Based on Law No. 25 of 2004 concerning the National Development Planning System, it is formulated that in the regional planning stage, five main approaches are used, namely; political, technocratic, participatory, top-down, and Bottom-Up approaches. In line with this, Suprajogo (2003) in Isnadi (2007, p.42) states that in the context of regional autonomy, local communities better understand the needs and problems they face, so they must be empowered and increase their capacity so that they can identify needs and not wants.

To get a wider space for aspirations, the aspirations of citizens' needs are also channeled through DPRD institutions in addition to the executive during the *musrenbang* stage. It must be understood that formally and juridically the DPRD is equal to the local government, and is even one of the elements of local government, as stipulated in Law No. 23/2014 on Local Government. However, the role and position of DPRD's have not been optimized by the public, as there is an assumption that DPRD's, as partners of the Head of the Region, tend to be more in line with the actions of local governments and seem to ignore the hopes and aspirations of citizens.

It should be understood that the roles and functions of DPRD's are derived from the 1945 Constitution in two different chapters, namely Chapter VI on Regional Government and Chapter VIIB on General Elections. Chapter VI contains 3 (three) Articles, namely Article 18 (has 7 paragraphs), Article 18A (has 2 paragraphs), and Article 18B (has 2 paragraphs). Meanwhile, Chapter VIIB contains 1 (one) article only, namely Article 22E (has 6 paragraphs). The Chapter on Regional Government (Chapter VI) states that provincial, district, and city governments have DPRD's whose members are elected through general elections. Meanwhile, the Chapter on General Elections (Chapter VIIB) states that general elections are held to elect members of the House of Representatives, the Regional Representatives Council, the President and Vice President, and the Regional Representatives Council. These two rules cause the DPRD to have two capacities, namely as an element of regional government organizers (together with the regional head) and as a legislative body whose members are elected through elections (together with the DPR and DPD). These two capacities are embodied in the legislation governing DPRD's. Furthermore, Law No. 23/2014 on Local Government states that DPRD's have the function of forming local regulations, budgetary functions, and supervisory functions.

DPRD is a Regional Representative Body that serves as an organizing element of the Regional Government, and therefore DPRD as representatives of the people who always carry out recess activities with residents know exactly what the expectations and needs of the community are. Some inequalities in the planning process carried out by the local government have caused disappointment among residents, so they channel their expectations through the DPRD. In its subsequent implementation, the DPRD accommodates people's expectations through the proposal of the DPRD's main ideas (POKIR).

The Principles of Thought (POKIR) of the DPRD are necessary, but the time and moment continue to be a discourse both within the government between the DPRD and the Provincial Government as well as among other practitioners, especially related to the stage whether at the stage of preparing the RAPBD or during the preparation of the RKPD (Government Work Plan).

For the DPRD itself, Pokir is a study of regional development issues obtained by the DPRD based on the minutes of public hearings and or meetings on the results of absorption of aspirations through recess, which are then included in SIPD in the form of Programs and Activities. This happens because DPRD as a representative of the people's representatives often receives various aspirations of citizens during DPRD recess activities and direct complaints from citizens to DPRD members according to their respective electoral districts. Of course, the community expects the DPRD to be able to forward and fight for their aspirations to get a budget or improvements from the local government.

Law No. 23/2014 states that DPRD is a Regional People's Representative Institution that serves as an organizing element of the Regional Government. As a representation of the people, DPRD has the function of forming local regulations, budgeting, and supervision. DPRD has duties and authorities: Form local regulations together with the Governor. DPRD is a Regional People's Representative Institution that serves as a Regional Government Institution. DPRD as an element of the Local Government Institution has the same responsibility as the local government in designing development management so that the policy direction of the activity program runs procedurally, proportionally, and professionally.

As representatives of the people, DPRD members often receive various reports, complaints, and aspirations from citizens during DPRD recess activities or in various meetings with citizens. This happens because the community expects the DPRD to be able to forward and fight for their aspirations to get a budget or fulfill their needs from the local government. In Permendagri No. 86/2017 on the procedures for planning, controlling, and evaluating regional development, procedures for evaluating Ranperda on RPJPD and RPJMD, and procedures for amending RPJPD, RPJMD, and RKPD. In this provision, it is clear that Pokir is a planning stage related to the stage of preparing the Regional Government Work Plan, and not at the stage of preparing KUA / PPAS, RKA SKPD, or RAPBD.

The fundamental thing that must be understood is that no matter how well the planning documents are designed and prepared, they will not give any results if the implementation of the planning is not carried out. Therefore, Pokir, which is essentially the aspirations of citizens through the legislature, requires the same perspective and pattern of action between the executive and the legislature. Thus, the Pokir proposal can be implemented in the Local Government Work Plan (RKPD) document. In this regard, the concept of policy implementation as conveyed by Wahab (2002: 42) is "the implementation of basic policies, usually in the form of laws, but can also take the form of orders or important executive decisions or judicial decisions". Thus, policy

implementation is a dynamic process that includes the interaction of many factors, by displaying the underlying factors so that their influence on implementation can be known. In line with this concept, the approach used in analyzing policy implementation refers to the theory put forward by George C. Edwards III, in Dwiyanto (2012). Edwards III, in Dwiyanto (2017) says that there are four variables in public policy, namely Communication (Communications), Resources (resources), attitudes (dispositions or attitudes), and bureaucratic structure. The four factors above must be implemented simultaneously because they have a close relationship with each other.

DPRD's Principles of Thought (POKIR) are the aspirations of citizens channeled through the legislature, but there is an impression that the *Pokir* only accommodates several programs so it seems uneven. Existing data shows that most of the *Pokir* DPRD is used more for infrastructure activities, and is not oriented towards meeting the targets of the Regional Medium-Term Development Plan (RPJMD). This can be observed from the evaluation of several indicators of development success, such as macroeconomic achievements, SDGS, and HDI, which have not yet shown significant achievements. This gives the impression that the *Pokir* DPRD tends to be oriented only toward material and political benefits. Unequal distribution among council members and misperceptions between the legislature and the executive regarding the portion and proportion of the budget sometimes trigger disharmony between the executive and the legislature. As a result, the substance of program discussions between the executive and legislative branches tends to be ignored in favor of debates over budgetary allocations, resulting in the neglect of other substances that are oriented towards the achievement of RPJMD targets.

Law No. 23/2014 on Local Government states that the DPRD is a representative body of the local people that serves as an organizing element of local government. As representatives of the people, DPRD members often receive various aspirations from citizens, both during DPRD recess activities and those related to the needs and difficulties they face. Surely the community expects the role of DPRD to be able to forward and fight for their aspirations to get a budget or improvements from the local government. Permendagri No. 86/2017 on the procedures for planning, controlling, and evaluating regional development, procedures for evaluating Ranperda on RPJPD and RPJMD, and procedures for amending RPJPD, RPJMD, and RKPD explains that *Pokir* is a planning stage related to the preparation of the Regional Government Work Plan, and not at the stage of preparing KUA / PPAS, RKA SKPD or RAPBD. So far, DPRD members have conveyed, discussed, and formulated the *Pokir* proposal later at the stage of the RAPBD discussion at the DPRD, so they tend not to comply with existing regulations. Therefore, the formulation of the substance, urgency, and essence of the DPRD's main ideas as the aspirations of the community

obtained through the recess process is expected to make a positive, synergistic, and productive contribution to the acceleration and equitable distribution of regional development.

METHODS

In this research, the author uses a qualitative method, which is a research method that aims to gain an understanding of reality through an inductive thinking process. The data analysis process is carried out inductively by processing primary data obtained through interviews, FGDs, and document analysis. While secondary data is obtained through observation of documentation contained in Gorontalo Provincial Government agencies, mass media news and information from the internet are also processed through this analysis technique. Furthermore, all data was read, studied, analyzed, and reduced by making a summary of the core (). After abstraction, the data was organized according to themes, followed by interpretation as temporary findings.

Analysis Approach and Results

Law No. 23/2014 on Local Government substantially explains that in principle the local government performs the function of government and the DPRD performs the function of legislation, budgeting, and supervision. As an element of local government, the DPRD participates in the creation of various policies for regional development. Existentially, the DPRD has three fundamental roles, namely:

1. *The Role of Aspiration*, which is the role of DPRD in accommodating, fighting for, and realizing the wishes of the community in the form of statements of attitudes, opinions, hopes, criticism, input, and suggestions submitted either formally or not.
2. *Regulatory Role*, which is the role of DPRD in making various local regulations related to the interests and needs of the community, to create order, discipline, and compliance in the community.
3. *The Role of Tupoksi*, which is the role inherent in DPRD as a legislative institution of local government organizers who also formulate strategic regional policies for equitable development and people's welfare.

The role and existence of DPRD can also be seen in the three functions of DPRD, namely:

1. *The Function of Forming Local Regulations*, which is the function of the DPRD that is reflected in the formation of local regulations as a regional legislative body, including the APBD PERDA, which also contains the DPRD Pokir.
2. *Budget Function*, is the primary function of the DPRD which is related to the discussion and approval of the draft expenditure budget and also regional income contained in the draft APBD submitted by the local government. Based on mutual agreement, the local government team

discusses with the DPRD Budget Committee team following the time, stages, and mechanisms agreed upon and following the DPRD Rules of Procedure.

3. *Supervisory Function*, is one of the functions of the DPRD to control the implementation of a local regulation whether it is running well or not, including supervision of the implementation of the budget contained in the APBD.

Based on its existence, role, and function, the DPRD can absorb the aspirations, complaints, and hopes of citizens at any time and in any place related to their needs and lives that have escaped the attention of the local government. It cannot be denied that some citizen proposals have actually been repeatedly submitted through the mechanism of the musrenbangdes planning forum, and musren kecamatan but still have not been accommodated as a priority scale in the current year's APBD. Therefore, the only hope is through the DPRD during recess activities or visiting known DPRD members, with the hope that their suffering will end soon, their aspirations accommodated and their needs met.

The next big challenge faced by the DPRD is to fight for it in a joint discussion forum between the Local Government Budget Team and the DPRD Budget Committee Team. This is where great debates occur, both amongst council members and with the executive, especially regarding the substance, relevance, and essence of the aspirations conveyed in the forum. The debate also took place given the budget constraints in the fiscal construction of the RAPBD being discussed, where the volume of program activities exceeded the available budget.

CONCLUSIONS

1. The relationship between the local government and the DPRD should be a working relationship that is collaborative governance so that each understands their position, role, and existence as equal and partnership. The partnership relationship means that the Local Government and DPRD are both partners in formulating regional policies to implement regional autonomy through their respective functions so that collaboration and cooperation between the two institutions are expected to build a working relationship that is coordinated, synergistic, and collaborative.
2. Through Pokir DPRD, it is hoped that proposals for activity programs that have not been accommodated through the process and stages of planning deliberations can be accommodated as an integrated activity program that is budgeted in the current fiscal year to meet the principles of equity and justice for the community.
3. It must be realized that Pokir DPRD is not a program proposal for the benefit of DPRD, but the aspirations of citizens championed by DPRD through the mechanisms and rules of DPRD.

Policy Recommendations

1. Referring to Permendagri No. 86/2017 on the procedures for planning, controlling, and evaluating regional development, procedures for evaluating Ranperda on RPJPD and RPJMD, as well as procedures for amending RPJPD, RPJMD, and RKPD, it is better if the discussion and formulation of the Principles of Thought (POKIR) of the DPRD is carried out since the Musrenbang planning stage either in the village or in the sub-district even during the Regional Government Work Plan (RKPD) Forum.
2. If the DPRD's ideas are later proposed at the RAPBD discussion stage, they should be decided through the DPRD plenary process so that they have legal force and are not considered insertion programs.
3. It is necessary to determine the amount of budget that can be proposed if the DPRD Pokir is submitted later during the RAPBD discussion so as not to burden the budget and create harmony between fellow DPRD members and the local government.

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