

# **The Behavior of the Provincial Regional People's Representative Council (Dprd) in Carrying Out Legislative Functions in Southeast Sulawesi Province**

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## **Abstract**

The purpose of this research is to find out the behavior of the Provincial Regional People's Representative Council (DPRD) in carrying out its legislative functions in Southeast Sulawesi Province. This research is a qualitative research that aims to analyze a phenomenon, events, social activities, attitudes, perceptions, and people's thoughts both individually and within the scope of the group. Qualitative research is expected to be able to reveal the facts as a whole and comprehensively regarding the performance of DPRD which includes its behavior and results in carrying out legislative functions in Southeast Sulawesi Province. The results of the study show that the behavioral dimension measures the performance of the Southeast Sulawesi Provincial DPRD in carrying out its legislative functions feedback, members of the DPRD in providing feedback on the aspirations of the people still need to be improved. Presentation skills, DPRD members have the ability to give presentations or speak in the regional regulation drafting forum, but their number is limited. The response to the complaint was that all aspirations were received and recorded, however, not all aspirations from the community were followed up by the DPRD on the grounds of limited time and resources, especially budget constraints.

**Keywords:** Behavior, DPRD Institutions, Legislature

## **Introduction**

DPRD institutions are obliged to absorb and collect all the aspirations and interests of the people at the regional level, the aspirations of the people will become one of the important indicators that form the basis for the preparation of regional regulations, for the progress and prosperity of the people at the provincial and district/city levels. so that the function of Law Number 23 of 2014 concerning Regional Government can bring changes and a new paradigm to the administration of regional government. In order to strengthen the implementation of Law

Number 23 of 2014 in the administration of regional government, as a consequence, it explicitly gives authority to the autonomous regions of the Province, Regency/City, to make Regional Regulations concerning the implementation of Regional Government.

Denhardt (1993) states that the core and most fundamental concept in the traditional view of management is the idea of self-interest. He stated that the standard approach to management begins with the assumption of self-interest, motivation and control, as well as communication and conflict. public in order to serve the public interest (UN Economic and Social Council, 2004). As a bureaucratic organization, Public Administration according to ESC-UN (2004) works through a set of rules with legitimacy, delegation, rational-legal authority, expertise, impartiality, continuous, fast and accurate, predictable, has standards, integrity and professionalism in order to satisfy the interests of the general public. Thus, Public Administration as a state instrument is expected to provide a fundamental basis for human development and a sense of security, including individual freedom, protection of life and property, justice, protection of human rights, stability (Gasper, 2005; Orhero, 2020). and peaceful conflict resolution both in allocating or distributing resources and in other matters (UN Economic and Social Council, 2004). In other words, effective State Administration must exist to ensure the continuity of the rule of law (UN Economic and Social Council, 2004) so that it can be said that this classical model of Public Administration tends to use a legalistic approach.

Denhardt & Denhardt (2003) then explained that the New Public Management began to dominate ideas and actions in the field of public administration. The New Public Management is based on the idea that the best way to understand human behavior is to assume that government and other actors make choices and actions based on their own interests. According to this view, the role of government is to unleash market power so as to facilitate individual choice and achieve efficiency. Citizens are considered as consumers and problems are solved by manipulating incentives. Civil servants are expected to be entrepreneurial risk takers who get the "best deal" and reduce costs (Bowman & West, 2006). Denhardt & Denhardt (2003), then proceed to present the argument for the so-called New Public Service by stating that public administrators must start with the recognition that actively involved citizens are considered essential for democratic governance. This "high" citizenship is important because human behavior is not only a matter of personal interest but also includes values, beliefs and concern for others. Citizens are considered as owners of government and are able to act together for common welfare (Sukmana, 2016). Therefore, the public interest is more important than the collection of private interests. The New Public Service seeks shared values and interests through dialogue. Public service itself is considered as the development of citizenship, which is driven by the desire to serve others and achieve public goals (Saragih et al., 2022).

From this point of view, for Denhardt & Denhardt (2003), the role of the administrator is to bring the people "to the table" and serve the people in a pattern that recognizes the existence of responsibility, ethics and accountability in a democratic system. Responsible administrators should strive to involve citizens not only in planning but also in implementing programs to achieve public goals (Paselle, 2017; Vedung, 2017). This is done not only to make government work better but because it is aligned with the values of citizens. The task of public administrators is not just to control or manipulate incentives, but to serve (Ostrom & Ostrom, 1971). In this model, democratic ideals and respect for others are contained in interactions with others. The government as a government as one of the branches of state power must serve and empower the community, so that the owner of state sovereignty becomes a powerful actor (Skinner, 2010; Skinner, 2010). The basis for strengthening community empowerment is

community and civil society. The purpose of this study is to find out the behavior of the Provincial DPRD in carrying out its legislative functions in Southeast Sulawesi Province.

## **Research Method**

This research is a qualitative research that aims to analyze a phenomenon, events, social activities, attitudes, perceptions, and people's thoughts both individually and within the scope of the group. Qualitative research is expected to be able to reveal the facts as a whole and comprehensively regarding the performance of DPRD which includes its behavior and results in carrying out legislative functions in Southeast Sulawesi Province. This research was carried out in Southeast Sulawesi Province, to be precise at the Regional People's Representative Council of Southeast Sulawesi Province. This province is growing both in terms of investment, mining business, commodity trading, as well as increasing infrastructure development, as well as its economic activity. So that in such conditions it will certainly cause many problems and problems, both political issues, social, economic inequality, legal issues and local government policies towards the aspirations of the people which must be accommodated as a form of regional government accountability to its people. The informants of this study were individuals who had information about the performance of the Southeast Sulawesi Provincial DPRD in carrying out legislative functions such as leaders and members of the Regional People's Representative Council (DPRD), Secretaries and employees of the Regional People's Representative Council (DPRD), NGOs, Law and Legislation Bureau staff -Invitation from the Government and Staff of the Law and Legislation Bureau of the Southeast Sulawesi Provincial Government.

## **Results and Discussion**

### ***Behavior***

Broadly speaking, performance measurement is classified into two, namely: first, the type of assessment required; with relative assessment and absolute assessment. Relative assessment is an assessment model by comparing a person's performance with others in the same position. This model will result in increased performance among employees in work groups. second, focus on performance measurement with three models, namely: assessment focuses on traits, focuses on behavior and focuses on results (Gomez et al., 2009).

Performance is a change or paradigm shift and the concept of productivity to express the ability of a person or organization to achieve certain goals and objectives (Bernain & Russel, 2006). Related to the size and performance standards Devries (2009), stated that in performance measurement there are three approaches, namely personality traits, behavior and results (outcomes). Behavior relates to measuring how feedback presentation skills and responses to complaints of each Member of the Southeast Sulawesi Provincial DPRD in carrying out legislative functions (Devries, 2009). The following are the findings of the behavioral dimension research which includes feedback, presentation skills and responses to complaints. The first sub dimension, namely feedback, based on research findings states that members of the Southeast Sulawesi Provincial DPRD in providing feedback on the aspirations of the people still need to be improved. The second sub dimension of presentation skills, based on research findings states that DPRD members have the ability to present or speak in the Raperda drafting forum, but the number is limited. The third sub dimension, namely response to complaints, based on research findings states that not all aspirations from the community are followed up by DPRD members due to limited time and resources, especially budget constraints.

**Table 1.** *Behavioral Dimensions in Measuring the Performance of the Southeast Sulawesi DPRD Institutions in Carrying out Legislative Functions*

<b>No Sub Dimensions</b>	<b>Research Findings</b>
Feedback	DPRD members in providing feedback on the aspirations of the people still need to be improved.
Presentation Skills	DPRD members have the ability to make presentations or speak in the Raperda drafting forum, but their number is limited.
Response to Complaints	All aspirations are received and recorded, but not all aspirations from the people are followed up by the DPRD due to limited time and resources, especially budget constraints.

*Source: Results of Processed Data for 2022*

Based on the research findings table above, each sub-dimensional finding is explained in the description below:

### ***Dimensions Feedback***

The research findings show that the feedback sub dimension states that DPRD members in providing feedback on the aspirations of the people still need to be improved. For a more detailed description of the sub-dimensional feedback based on interview excerpts as follows:

The results of an interview with the Head of Bapemperda of Southeast Sulawesi Province stated that:

*“Regarding how the feedback provided by this legislature member regarding follow-up to answer the aspirations of the people, it can be said that this DPRD still really needs to be improved again, because there are several complaints that are not so confirmed.”*

The above statement was justified by the Sekwan DPRD Province of Southeast Sulawesi who stated that:

*“In following up an aspiration given to the community, especially in the DPRD institution, it can be said that it is relatively low. This is something that must be improved, especially by DPRD members in providing feedback. Because of course what the people are billed for is the promises made by them at the time of nomination. So it is only natural that until now there are still many people who feel their needs have not been met in this legislature.”*

From the results of the interviews conducted by the two informants above, both the Chairman of the Regional Development Planning Agency for the Province of South Sulawesi and also the Secretary of the DPRD for the Province of Southeast Sulawesi stated that until now DPRD Members in providing feedback on community needs still need to be improved. The reason is, there are many people's needs that have not been properly responded to, of course the people are currently asking for clarity from the legislative council to collect on the promises made during the regional elections.

The feedback that must be increased again by DPRD Members was also confirmed by Social Media Activists who stated that:

*“We have attended many meetings of DPRD Members so far, and there have also been many discussions regarding the needs of the people that must come first. For example, in responding to people's concerns regarding the current protection of women and children in*

*Southeast Sulawesi and legal protection regarding the poor. So the feedback from DPRD members in responding to concerns or problems in the community really needs to be improved.”*

From the statement above, regarding the feed back of Members of the Southeast Sulawesi Provincial DPRD in responding to needs and problems that occur in society, it is necessary to improve. This is not and is not meant to increase the electability of DPRD members, besides that DPRD members are required to be able to keep promises that have been given to the community. There are several suggestions from Social Media Activists regarding the focus of DPRD Members which currently needs to be addressed, namely the protection of women and children. Not only that, legal protection is also very necessary to be the concern of DPRD Members in responding to the problems that are currently being faced, especially the people of Southeast Sulawesi Province. Related to providing feedback on the needs of the community, in fact there are many regulations that still need to be identified for changes in each commission, this was justified by the DPRD Secretary who stated that:

*“In Southeast Sulawesi, it is a bit late, because there are issues of leadership capacity, such as regarding aspirations, which must be responded to by the legislature. If we identify again, there are many regulatory changes that are not discussed in each commission. There should be connections related to regulations that will be made starting from the provincial DPRD to the central DPR so that everything runs normatively. In principle, there are only two initiatives from the DPRD and the regional government to make a regulation, especially regional regulations.”*

From the statement above, the Sekwan DPRD Province of Southeast Sulawesi stated that the problem of providing feedback on the aspirations of the people when they were identified was still lacking in being discussed in every commission in the DPRD. Every commission should discuss what needs are needed by the community so that in making regional regulations it can run normatively. Because in principle, it is the DPRD and the Regional Government that have the big initiative in making a regulation or Regional Regulation. The realization of regional regulations produced is far inversely proportional to the number of people's aspirations that enter. For more details, see the table below :

Table 2. Realization of Regional Regulations Based on Community Aspirations

Year	Number of Community Aspirations	Registered Provincial DPRD Initiative	Provincial DPRD Initiative Realization	Proposal of the Provincial Government/executive	Produced regional regulations in the following year
2018	314	6	5	6	11
2019	171	5	0	2	2

*Source: Processed data, 2022*

Based on the table above, it shows that the number of people's aspirations to the DPRD institution in 2018 was 314 aspirations. The number of aspirations in 2018 were then accommodated by the DPRD and the regional government of Southeast Sulawesi Province as their initiative to be proposed in the Propempera for implementation in 2019, where local regulations originating from community aspirations produced 11 regional regulations in 2019. In 2019 the number recorded aspirations were 171 aspirations, then those proposed in



Propempera for the 2020 implementation year were 2 regional regulations originating from community aspirations.

These findings indicate that the aspirations received by the Southeast Sulawesi Provincial DPRD are not comparable to the expected results in terms of regional regulations as legal products produced by these institutions..

### ***Presentation Ability Dimension***

Based on the findings of the presentation ability sub-dimensional sub-dimensional table, it shows that DPRD members have the ability to present or speak in the Raperda drafting forum, but the number is limited. For a more detailed description of the presentation skills sub-dimensional, based on the following interview excerpt:

The following are the results of an interview with the Chairman of Bapempera of Southeast Sulawesi Province, as follows:

*“Most DPRD members currently only come without discussing it, and I'm sure this is not only happening in Southeast Sulawesi, but in any DPRD. There is even a DPRD member's mic that has never been used, because he never speaks.”*

The same thing was justified by the Sekwan DPRD Province of Southeast Sulawesi who stated that:

*“Some DPRD members already have the ability to speak in official forums held by the DPRD, especially in the drafting of regional regulations, but it must be admitted that the number is still limited. Some of them even came to the office after an invitation to a trial, but for those of us who understand their position and position, morally and institutionally, they should be present every day even though there was no invitation to a meeting..”*

Based on the results of interviews conducted with the two informants above, namely with the Chairperson of the Southeast Sulawesi Provincial Bapempera and the Secretary of the Southeast Sulawesi Provincial DPRD, it was stated that DPRD Members have the ability to present or speak in the forum for drafting the Regional Regulations, but the number is limited. There are even members of the DPRD who come to the office to attend meetings when an invitation has been given to a session. Even though they should be in the position of DPRD members, they morally must be present even though they are not given an invitation to a meeting. Most DPRD members in Southeast Sulawesi Province also came without discussing it. There were even several DPRD members' mics that were never used because they never had an opinion.

To support the presentation or speaking skills of DPRD members, they must also attend training or technical guidance, but this is done on a limited basis. As conveyed by the Secretary of the DPRD (sekwan) of Southeast Sulawesi Province who revealed that:

*“Training is only held 2 times a year, the budget is available, but DPRD members don't want to use it. Even though there are not a few of them who have just been elected as DPRD members, so they should have followed various technical guidance on capacity building. Our budget at the DPRD secretariat is there, unfortunately they don't want to use it”*

Another opinion was conveyed by the staff of the Ministry of Law and Human Rights who stated that:

*“There are many departure agendas that should have been carried out by the DPRD for capacity building but they did not go, even though it is very important to improve the quality of governance arrangements, for legislation, so I can say this nation is not running as expected”.*

From the results of the interview above with the staff of the Ministry of Law and Human Rights, it was stated that in fact there were many departure agendas for participating in technical guidance and training that were missed by members of the DPRD. Even though this is very important in improving the structure of the Regional Government, besides that it is also to train DPRD Members to be proficient in conveying their ideas through the Raperda forum. The ability to convey ideas through the forums created by the DPRD will improve the quality of presentations, speaking and conveying opinions that are pro-active solely for the interests of the people.

### ***Dimensions of Response to Complaints***

Based on the table of findings of the sub-dimensional response to complaints, it shows that not all aspirations from the community are followed up by DPRD Members for reasons of limited time and resources, especially budget constraints. For a more detailed description of the sub-dimensional response to complaints based on the following interview excerpt:

The following are the results of an interview with the Chairman of Bapemperda of Southeast Sulawesi Province, as follows:

*“If I see fellow DPRD members, he will talk about policies, and we can't expect him to talk about the technicalities because it's not in him. So the most important thing is the actual supporting need. Both the supporting need from the secretariat and its experts. There must be experts who really understand the process of formulating policies like this, including those in the form of regional regulations. If you expect members of the DPRD, it's a bit difficult. But the cases we encountered were several people who also understood the technical details. But if everything doesn't. It just needs to be acknowledged that budget constraints”.*

The same thing was justified by the Sekwan DPRD Province of Southeast Sulawesi who stated that:

*“Of all the aspirations received by the community, be it complaints, or other community needs, not all of them can be followed up directly due to limited resources and limited budget from the planned APBD. However, apart from these constraints, the DPRD always tries to optimize all programs based on the interests of the people through regional regulations that are made.”*

Based on the results of the above interviews conducted jointly with the Chairman of the Southeast Sulawesi Provincial Bapemperda and the Secretary of the Southeast Sulawesi Provincial DPRD, said that the DPRD really needs support from the secretariat and its experts, especially in making a policy. Even though in reality the aspirations of the people are to answer existing problems, in this case not all policy making has been followed up due to limited resources as well as time and budget.

Furthermore, academics conveyed regarding the response of DPRD members regarding complaints from the public, stating that:

*“There must be experts who really understand the process of formulating policies like*

*this, including those in the form of regional regulations. If you expect members of the DPRD, it's a bit difficult. But the cases we encountered were several people who also understood the technical details. But if everything doesn't. The focus on responding to community needs is rather difficult, coupled with an inadequate budget”.*

From the results of interviews with academics above, it is stated that in the process of making policies, experts are needed who know exactly how the procedures for making policies become regional regulations, because expecting DPRD members to be alone is indeed difficult, there must be intervention that understands the procedure well. in formulating a policy because the ability of DPRD Members is different. There are those who are indeed able to understand correctly technically there are also those who do not understand. Until now the DPRD of Southeast Sulawesi Province has focused on how to respond to the aspirations of the community regarding their needs, although it cannot be denied that the implementation has not been optimal due to constraints on adequate resources and budgeting.

Based on the research findings on the behavioral dimension which includes feedback, presentation skills and response to complaints, it shows that the first sub-dimensional feedback states that members of the Southeast Sulawesi Provincial DPRD in providing feedback on the aspirations of the people still need to be improved. The second sub dimension of presentation ability states that DPRD members have the ability to present or speak in the Raperda drafting forum, but the number is limited. The third sub dimension, namely response to complaints, states that not all aspirations from the community are followed up by members of the DPRD on the grounds of limited time and resources, especially budget constraints.

## **Conclusion**

Broadly speaking, performance measurement is classified into two, namely: first, the type of assessment required; with relative assessment and absolute assessment. second, focus on performance measurement with three models, namely: assessment focuses on traits, focuses on behavior and focuses on results. The behavioral dimension in measuring the performance of the Southeast Sulawesi provincial DPRD institution in carrying out its legislative function. feedback / feed back, members of the DPRD in providing feedback on the aspirations of the people still need to be improved. Presentation skills, DPRD members have the ability to give presentations or speak in the regional regulation drafting forum, but their number is limited. The response to the complaint was that all aspirations were received and recorded, however, not all aspirations from the community were followed up by the DPRD on the grounds of limited time and resources, especially budget constraints.

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