

PalArch's Journal of Archaeology  
of Egypt / Egyptology

PERFORMANCE EVALUATION OF REGIONAL PEOPLE'S  
REPRESENTATIVE COUNCIL (DPRD)

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**Hidayat: Performance Evaluation of Regional People's Representative Council (DPRD) -- Palarch's Journal Of Archaeology Of Egypt/Egyptology 17(8), 654-664. ISSN 1567-214x**

**Keywords: DPRD Functions, Parameters, Performance**

**ABSTRACT:**

The performance evaluation of the DPRD is united in each of the functions of the DPRD, namely the functions of The Establishment of Regional Regulation, Budget and Supervision. As a material for evaluating the performance of the DPRD can use documents produced from the stages of activities of the DPRD which include: 1. The work plan of the DPRD is determined based on the decision of the DPRD through a plenary meeting held at the beginning of each year. 2. Submission of the results of the implementation of the DPRD Fittings Work Plan (AKD) in the plenary meeting at the end of each year. The DPRD leadership is obliged to publish a summary of the implementation of the work plan to the community at least once a year. However, the publication carried out by the DPRD does not optimize the utilization of the media widely, so that the public can not access as it should. Parties that have the right and obligation to evaluate the performance of the DPRD, namely the Audit Board of Finance (BPK) which is authorized to examine the management of regional finances and the performance of local government organizing institutions, and public elements as supervision / partners in creating "Checks and Balances" in the implementation of local government. Consequently, a regional policy is needed that regulates the mechanism by placing the public element as a stakeholder in the territory of formulation & implementation of regional policies, including those related to the evaluation of the performance of the DPRD.

## INTRODUCTION

An interesting phenomenon that occurs in the practice of organizing local government that during this time public enthusiasm always directs its views on the performance of the Regional Head and the regional devices he leads in the construction of local government institutions. Moreover, while there is dissatisfaction with services in order to meet the basic needs of the community both administrative such as licensing aspects, e-KTP / KK and others, non-physical and services in the field of physical development, negative assessment is always inflicted on the Regional Head. So that the assessment of the performance of regional heads is much more popular compared to the assessment of the performance of the DPRD. Whereas according to the Law of the Republic of Indonesia Number 23 of 2014 concerning Local Government it is stated that the implementation of Local Government is carried out by the DPRD and regional heads assisted by regional devices DPRD and Regional Heads are domiciled as elements of local government organizers who are mandated by the people to carry out Government Affairs submitted to the Regions.

Thus, the DPRD and regional heads are domiciled as parallel partners who have different functions. DPRD has the function of establishing Regional Regulations, budgets and supervision while the Regional Head carries out the implementation function of Regional Regulations and Regional Policies. In regulating and managing government affairs that become the authority of the region, the DPRD and regional heads are assisted by regional devices.

However, lately in the public space, especially on social media, there has been a discourse related to the dynamics of local government administration that is influenced by the symptoms of disharmony between the DPRD and the Regional Head. Thus giving rise to negative assessments from the public towards these two institutions. Therefore, a new discourse emerged in the public area, namely how to measure the performance evaluation of the DPRD?. Parameters to measure the performance evaluation of regional heads are clearly there are standards based on the mechanism of The Regional Government Implementation Report (LPPD) as a form of accountability of the Regional Head to the Central Government, Accountability Statement Report (LKPJ), Regional Head to the DPRD and Summary (Information on Local Government Administration (IPPD) to the Community through the media. In addition to administratively in the bureaucratic area of local government know the model LAKIP (Government Agency Performance Accountability Report). However, the parameters of mekansime dprd performance to date there is no provision governing this. Thus the author tried to conduct this study as further material related to the evaluation of the performance of the DPRD.

## LITERATURE REVIEW

The term performance or performance is often equated with another term, job performance. The theory of job performance is the theory of psychology about the process of one's work behavior so that he produces something that becomes the purpose of his work. According to Keban (2010) performance

comes from the sense of performance. There are also those who give the sense of performance as a result of work or a work achievement. But actually performance has a broader meaning, not just the work, but also how the work process takes place.

Ranggi (2016) stated that the performance of legislative institutions in the political system is a mirror of the level of implementation of democratic state life, so that the study of the factors that affect the performance of this institution becomes important, considering the main tasks and functions carried out by regional legislative institutions in the current era of autonomy is very large. In the local scope of the Legislative Institution or referred to as the House of Regional Representatives in substance is the same as the Institution of Representatives at the national level, but in terms of duties and authorities are adjusted to the context of the region based on the applicable laws of the regional legislature or in this case the House of Regional Representatives (DPRD) in carrying out its duties have rights and obligations in accordance with the formulation of applicable laws and regulations. The essence of the DPRD has these rights and obligations is to be able to carry out its duties as representatives of the people, and connect the aspirations of the people it represents so that in the formulation of policies in accordance with the aspirations of the people in the region. DPRD is an institution formed to represent the people of the region in relation to supervision over the implementation of policies that must be implemented in the region (Sanit, 1999). DPRD is a body formed from elements of society, where each layer of society sends its envoys / representatives to become members of this body with the aim of drafting, formulating and determining the policies that must be implemented in the region (Saragi, 1993). DPRD is a body formed from elements of society where each layer of society sends its envoys or representatives to become members of this body that is elected through the electoral process, and has the task of drafting, formulating and determining the policies that must be implemented in the region. Hidayat, et al (2020) said the public role has a very open and transparent space in its participation in three domains, namely the process of public policy formulation, the implementing of public policy, and the evaluation public policy.

According to Laode Ida in Nurohman and Widiastuti (2012) basically the existence of the DPRD in the sense of performance can be measured by two main criteria, namely (1) quantitatively able to produce regional regulations and validate locally-oriented regional regulations, (2) accommodate people's aspirations and develop a climate of transparency in the processes of taking or operationalizing public policy. Accountability occurs when voters judge that board members have done what they should have done. To measure the three indicators above can be seen from the activities of board members in carrying out their functions. Wasistiono (2019) stated in general, the DPRD has four functions, namely the function of drafting local regulations (formerly called legislation functions), budget functions, political supervision functions, and representation functions (representatives) of local communities. The Law of the Republic of Indonesia Number 23 of 2014 concerning Local Government Paragraph 2 Article 96 (1) the provincial DPRD has the functions: a. the establishment of provincial regulation; b. budget; and c. supervision and

Paragraph 2 Article 149 (1) of the district/city DPRD has the functions: a. the establishment of a district/city regulation; b. budget; and c. supervision.

In evaluating the performance of the DPRD there are several parameters in carrying out its functions, as found by Wasistiono (2019) The parameters of the DPRD's performance should be related to its functions, not just measured from the utilization of funds managed by the Secretariat of the DPRD. Until now there has been no measurement of the performance of the DPRD in accordance with its functions, so it is necessary to prepare a model that will include the measurement of the regional government's drafting function, budget function, supervision function, and its representation function.

Pasolong (2017) stated things to note in determining performance indicators, namely (1) specific and clear, (2) can be measured objectively both qualitatively and quantitatively, (3) can show the achievement of output, results, benefits and impacts, (4) must be flexible and sensitive, to change, and (5) effective that can be collected, processed and analyzed data efficiently and effectively.

## **PERFORMANCE EVALUATION OF DPRD**

The Law of the Republic of Indonesia Number 23 of 2014 concerning Local Government confirms that the DPRD is a representative institution of the regional people domiciled as an element of local government organizers who have the function of Regional Government Formation, Budget and Supervision, which is carried out within the framework of the *refresentasi* of the people in the region. Therefore, the DPRD is a parallel partner of the Regional Head in the implementation of local governments that have a role and responsibility in realizing the efficiency, effectiveness, productivity, and accountability of local government administration, through the implementation of rights, obligations, duties, authorities, and functions of the DPRD in accordance with the laws and regulations.

In line with this, the Government Regulation of the Republic of Indonesia Number 12 of 2018 concerning guidelines for the Preparation of DPRD code of conduct, which is essentially aimed at improving the quality, productivity, and performance of the DPRD in realizing the welfare of the community and regional development and maximizing the role of the DPRD in developing checks and balances between the DPRD and local governments.

Thus, that in order to measure the performance of the DPRD is inseparable from the extent to which the implementation of the duties, authorities and functions of the DPRD are constitutionally regulated based on the prevailing laws and regulations.

Based on The Law of the Republic of Indonesia Number 23 Year 2014 concerning Local Government, it reads that:

1. The DPRD consists of members of political parties participating in elections elected through elections.

2. DPRD is a representative institution of the regional people domiciled as an element of regional government organizers.
3. Members of the Provincial/Regency/City DPRD are Regional Officials.
4. DPRD has the functions:
  - a. Establishment of Local Government
  - b. Budget
  - c. Supervision
5. These three functions are carried out within the framework of representation of the people in the region.
6. In order to carry out the function as intended to capture the aspirations

In terms of the duties and authorities of the DPRD in determining the parameters of performance evaluation of the DPRD is united in each function of the DPRD, as follows:

### **1. The Function of Regional Establishment**

Actually in the old legislation, namely the Law of the Republic of Indonesia Number 1974 on the Principles of Government in the Region, the right or function of the establishment of this Regional Regulation is owned by the Regional Head, because the Regional Government controls data and problems that can be used as strategic issues in formulating regional policies. However, in the new legislation that is the last that is currently in force based on the Law of the Republic of Indonesia Number 23 of 2014 on Local Government, this function is switched to owned by the DPRD. This is intended to strengthen the Board Institution as well as encourage members of the Board in an effort to improve the quality, productivity and performance, so that the submission of the draft Regulation is one of the rights of DPRD members.

Thus, the function of the establishment of the Regional Regulation owned by the DPRD is carried out by:

- a. Develop a program for the establishment of Regional Regulations with the Regional Head.
- b. Discuss with the Regional Head and approve or disapprove of the draft Regional Regulations.
- c. Propose a Draft Regional Regulation.

To measure the performance of the DPRD in the field of the function of the establishment of this Regulation needs to be based on parameters, among others as follows:

- a. How many times has the Regional Regulatory Establishment Agency of the DPRD held a discussion meeting on the evaluation of the implementation of the Regional Regulation and other laws and regulations carried out by the Local Government?
- b. Has the Agency submitted the report of this evaluation result to the Chairman of the Board as a further formulation material?
- c. Has the Council ever proposed the establishment of a Draft Regulation?

- d. Have you ever been in discussions with the Regional Government raperda, the Council contributes optimal thinking so that it becomes part of the strategic material of the Raperda approved with the Regional Head?
- e. How many Raperda have been mutually approved during the budget year?

This parameter can show the objectivity of the results of evaluation of the board's performance in the field of regional development. For the public element, performance evaluation of dprd can be done if they obtain the necessary data in accordance with this parameter.

However, existing conditions indicate that because the communication channel between the Council and the public element has not grown properly, then the current evaluation can only be done by members of the DPRD itself. Whereas the law requires that in order to carry out the functions referred to the DPRD captures the aspirations of the community.

## 2. Budget Function

In the implementation of fiscal decentralization in the region, that the DPRD has the task and authority to discuss regional fiscal policy plans to obtain mutual approval with the Regional Head. In the practical level of the DPRD has a budget function carried out by the Board Fittings (AKD) namely the Budget Agency of the DPRD. Where this budget agency technically together with the Local Government Budget Team (TAPD) discussed the draft budget planning documents carried out by:

- a. Discuss the General Policy of the Budget (KUA).
- b. Discuss the Priorities and Provisional Budget Ceiling (PPAS) compiled by the Regional Head based on the Local Government Work Plan (RKPD).
- c. Discuss the draft Regional Regulations on APBD.
- d. Discuss the draft Regional Regulations on apbd changes.
- e. Discuss the draft Regional Regulation of APBD accountability.

The actions and activities are carried out through the Fittings of the Budget Agency of the DPRD, by containing the discussion of the material as follows:

- a. General Budget Policy (KUA)

KUA contains measurable performance achievement targets from programs to be implemented by local governments for each Government Affairs that become regional authorities accompanied by projections of regional revenues, allocation of regional expenditures, sources and use of financing accompanied by underlying assumptions aligned with development priorities set by the Government. The underlying assumptions take into account macroeconomic developments and changes in the principles of fiscal policy set by the government.

Thus, to measure the performance of the Board in the context of this KUA discussion is to what extent the role of the Board through the work of this Budget Agency in contributing to the thinking, so that the general policy of this budget is the result of joint thinking.

b. Priorities and Provisional Budget Ceiling (PPAS)

PPAS is a priority program and the benchmark of the maximum budget limit given to the SKPD for each program as a reference in the preparation of the Budget Plan (RKA) SKPD. Thus, the discussion of the draft PPAS between local governments and the DPRD is based on the General Policy of the Budget that has been mutually agreed. In addition, the DPRD needs to pay attention to the dprd work plan document that is determined based on the decision of the DPRD through the Plenary Meeting of the DPRD. This role is as a performance measurement material to the extent that the Board synchronizes PPAS with kua and the Work Plan of the DPRD so that PPAS can be mutually agreed to be a PPA (Priorities and Budget Ceiling).

c. Draft Local Regulations on APBD

The joint discussion between the Local Government represented by the Budget Team (TAPD) with the Budget Agency of the DPRD on the Draft Regional Budget (APBD) is in principle to align the rapbd material with the KUA and PPA that have been set together. However, based on the facts showed precisely the discussion of this rapbd often widened everywhere, so that the impact on changes in regional revenue targets, which in turn there is a change in the amount of Regional Spending, especially the entry of the aspirations of the Board in this shopping post, so as not to close the possibility of any misalignment with the PPA that has been set before. This can be used as material in measuring the performance of the Board.

d. Draft Regional Regulations on APBD Changes

Discussion of the Raperda on apbd changes is carried out mutatis mutandis on the mechanism of discussion raperda about APBD.

e. APBD Accountability

One of the obligations of the Regional Head is to prepare and submit an APBD accountability report to the DPRD. This is done through the submission of the Draft Regulation on APBD accountability to the DPRD with the financial statements that have been examined by the Audit Board of Finance (BPK). The financial statements include:

- 1) Budget realization report.
- 2) Report more budget balance changes.
- 3) Balance Sheet.
- 4) Operational report.
- 5) Cash Flow Statement.
- 6) Equity change report and

- 7) Note on financial statements enclosed with an overview of bumd financial statements.

It should be noted, that the DPRD in discussing the report of accountability of the Regional Head of the Regional Budget in addition to guided by kua and PPA, also more krusial is based on the document of the implementation of the supervisory function of the DPRD itself. However, that the latest document factually does not show optimal information data, so the discussion emphasizes the range of numbers, which of course has an impact on the refraction of the dprd's own performance assessment.

### 3. Supervisory Function

The last function attached to an independent DPRD institution is the Supervision function. This supervisory function is manifested in the form of supervision of:

- a. Implementation of Regional Regulations and Regulations of regional heads.
- b. Implementation of other laws and regulations related to the implementation of Local Government, and
- c. Implementation of other laws and regulations related to the implementation of Local Government, and
- d. Implementation of follow-up results of examination of financial statements by the Audit Board of Finance (BPK).

Furthermore, this supervisory function can be carried out through:

- a. Commission working meeting with local government.
- b. Work visit activities.
- c. Public hearing meetings, and
- d. Public complaints.

In addition, the supervisory function is carried out by the Regional Regulatory Establishment Agency (Bapem Perda) through evaluation activities on the effectiveness of the implementation of Regional Regulations, Regional Head Regulations, and the implementation of other laws and regulations.

The results of the evaluation in the framework of the implementation of this supervisory function were reported to the Chairman of the DPRD and announced in the plenary meeting.

In addition, the DPRD based on the decision of the plenary meeting can ask for clarification on the findings of the report of the examination of financial statements to the Audit Board of Finance (BPK).

In addition, in carrying out the supervisory function, the DPRD can provide recommendations to the regional head accountability report aimed at improving efficiency, effectiveness, productivity, and accountability of local government administration. Therefore, in determining the performance evaluation indicators of the DPRD in the field of supervisory functions, that is, to how far the DPRD carries out the stages that must be



carried out in carrying out the supervisory function. Based on observations, shows the stages that must be done in carrying out the supervisory function of the DPRD has not shown optimal work results.

## CONCLUSIONS

As a material for evaluating the performance of the DPRD can use documents produced from the stages of activities of the DPRD which include: 1. The work plan of the DPRD is determined based on the decision of the DPRD through a plenary meeting held at the beginning of each year. 2. Submission of the results of the implementation of the DPRD Fittings Work Plan (AKD) in the plenary meeting at the end of each year.

The DPRD leadership is obliged to publish a summary of the implementation of the work plan to the community at least once a year. However, the publication carried out by the DPRD does not optimize the utilization of the media widely, so that the public can not access as it should.

The party that has the right and obligation to evaluate the performance of the DPRD is the first State Institution of the Audit Board of Finance (BPK), which is based on the prevailing laws and regulations, authorized to examine the management of regional finance and the performance of local government organizing institutions, namely the DPRD and regional heads. However, the scope of performance checks in the DPRD is only limited to the secretariat of the DPRD. The second of the public element, considering that in the concept of Regional Autonomy there is an obligation from local government organizers to build Civil Society as a partner in creating "Checks and Balances" in the implementation of local government. The consequences are certainly necessary for regional policies that regulate mechanisms by placing public elements as stakeholders in the territory of formulation & implementation of regional policies, including those related to the evaluation of the performance of the DPRD and regional heads.

Thus, such regional policies need to be enforced with the approach of Community Base Participation and Donat Supervision (Cobapados) as community-based supervision where the community is in a position as supervisors and actors of activities that have access in the circle of the local government system.

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