



The Effectiveness of the Regional Regulation Formation Agency in Producing Initiative Regional Regulations

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Abstract

This research aims to analyze the effectiveness of the Regional Regulation Formation Agency in Producing Initiative Regional Regulations in the DPRD of North Sulawesi. This research uses the theory of Richard M. Steers with measures of effectiveness, namely goal achievement, integration and adaptation. This research used a qualitative descriptive method with 4 informants consisting of the deputy chairman of the DPRD of North Sulawesi, the chairman of BAPEMPERDA (Regional Regulation Establishment Agency), members of BAPEMPERDA, and BAPEMPERDA staff. The results of this research show that the performance of BAPEMPERDA is still not optimal, seen from the lack of effectiveness in making regional regulations, to the point that they do not reach directly to the community. Based on research findings, several things that need to be suggested to the DPRD (Regional People's Representative Council), especially BAPEMPERDA North Sulawesi, are the need for commitment from DPRD members so that a regional regulation can be effective, not only in terms of quality, but can be felt by the constituents, namely the community.

Introduction

The DPRD is a representative of the community in the region who is directly elected through general elections. Having people's representatives in parliament through the Regional People's Representative Council is also a representative task because the DPRD has the task of being the people's "mouthpiece" or tasked with voicing the aspirations of the people and acting on behalf of the people in the legislative field (Ambardi et al., 2014). As part of its obligations to the community, the DPRD has three functions in its duties, namely: Legislation, related to the formation of regional regulations. Budget, authority in terms of regional budget (APBD). Supervision, authority to control the implementation of regional regulations and other regulations as well as regional government policies (Engkus et al., 2019).

Regional regulations are an important element in society as a manifestation of the implementation of regional autonomy and assistance tasks, regional regulations are also a further elaboration of higher laws and regulations by taking into account regional characteristics. There is a correlative body as a tool for the DPRD, namely the Regional Regulation Formation Body (BAPEMPERDA) which was formed by the DPRD through the DPRD plenary meeting in carrying out obligations towards regional communities, especially those related to making regional regulations (Murhaini, 2020). The main task of BAPEMPERDA is to prepare a program for the formation of regional regulations (PROPEMPERDA) which contains draft regional regulations prepared based on a priority scale for drafting regional regulations based on the objectives and reasons for each fiscal year, as well as the urgency in regional communities.

North Sulawesi Province, until the time this thesis was written, only two initiative regional regulations had been produced by the North Sulawesi DPRD for the 2019-2024 period through BAPEMPERDA, namely the regional regulation on Employment Social Security and regional regulation number 8 of 2021 concerning the Protection and Empowerment of Persons with Disabilities (Al Mukhollis wt al., 2022). Worse was the previous period, namely 2014-2019, where the DPRD of North Sulawesi Province did not produce any initiative regional regulations during its five-year term of office. It can be seen that the legislative body did not optimally carry out its duties and functions during this period so that the impression given is of poor performance of the DPRD in general. Of course, there is a clear difference in terms of productivity with the previous period, as well as less than optimal productivity in this period, where the term of office is almost over and only two initiative regional regulations have been produced. The aim of this research is to analyze the effectiveness of the Regional Regulation Formation Agency in producing Initiative Regional Regulations in the DPRD of North Sulawesi.

Literature Review

Effectiveness

Simatupang in Etzioni (2019) stated that "Organizational effectiveness can be expressed as the level of success of the organization in its efforts to achieve goals or targets." Based on this opinion, it can be seen that effectiveness is a very important concept because it is able to provide an overview of the success of an organization in achieving its targets or it can be said that effectiveness is the level of achievement of objectives from the activations that have been implemented compared to targets that have been previously set. In order to be measurable, targets must be deduced or explained from the most abstract or universal goals to the most concrete goals. Steers argues that "Goals are not treated as static end states, but as something that can change over time. Moreover, achieving certain short-term goals can provide new inputs (factors of production) for determining the next goal. So, goals follow a cycle in the organization if we use a systems perspective" (Steers, 2015).

Factors Affecting Effectiveness

Organizational characteristics

Relationships that are relatively fixed, such as the composition of human resources in an organization. Structure is a unique way of placing people in an organization. Within a structure, people are placed as part of relatively fixed relationships that determine patterns of interaction and task-oriented behavior.

Environmental Features

Contains two aspects. The first is the external environment, namely the environment that is outside the boundaries of the organization and has a large influence on the organization, especially in decision making and operations. Another aspect is the internal environment, known as organizational climate, namely the general environment within the organization.

Member Characteristics

Most affects performance. There are many differences between people, but individual awareness of these differences is very important to achieve organizational goals. Therefore, if an organization is to be successful, it must be able to link individual goals with organizational goals.

Management Characteristics

These are strategies and working mechanisms designed to shape everything in an organization to achieve efficiency. Management policies and practices are tools that managers can use to direct all activities to achieve organizational goals. When implementing policies and practices, management must focus on people, not just strategies and work mechanisms.

Effectiveness aspect

Regulatory/Temporary Aspects

Regulations are made to maintain the continuity of the intended operations. Regulations or orders must be implemented for the action to be considered effective.

Aspects of Tasks/Work Assignments

An individual or organization can be said to be effective if it can carry out its duties and responsibilities well in accordance with applicable regulations. Therefore, everyone in the organization must know their respective duties and responsibilities to fulfill them.

Plan/Program Aspects

An activity can be said to be effective if it has a plan that will be implemented to achieve achievable goals. Without a plan or program, goals cannot be achieved.

Aspects of goals/ideal conditions

Ideal conditions or goals are goals that are achieved through result-oriented actions and planned processes.

Approaches to Achieving Efficacy

Based on Martin & Lubis's (2008) point of view, differences in approaches to measuring effectiveness can be seen, namely:

Objective approach

Measuring objectives in measuring effectiveness begins with identifying organizational goals and measuring efficiency. level of organizational success. . to achieve these goals. Thus, the aim of this approach is to measure how well the organization has succeeded in achieving the goals it wants to achieve.

Supply approach (system resource approach)

The resource approach measures efficiency through the success of an organization in obtaining the various resources needed. An organization must be able to obtain the various resources it needs and also maintain the reliability of the organizational system so that it functions effectively.

Process approach (internal process approach)

The process approach considers efficiency as a state of internal efficiency and organizational health. In this approach, one does not pay attention to the organizational environment, but focuses on the activities carried out with the organization's own resources, which reflect the efficiency and health of the organization. The process approach is usually used by proponents of non-classical (human relations) approaches in organizational theory, which primarily study the relationship between effectiveness and the human resources of organizations.

Effectiveness Concept

According to Gibson (2017), Gibson examines the concept of organizational effectiveness from three perspectives, namely individual effectiveness, group effectiveness and organizational effectiveness in:

Individual effectiveness

In this perspective, it emphasizes the fulfillment of individual duties and responsibilities as employees of an organization. The success of people's achievements is closely related to teamwork, because people who work in organizations must have direct contact with the group.

Group effectiveness

This perspective highlights the performance that can be provided by a group consisting of workers. In this context individuals are also able to work together where there are tasks that must be done as a group rather than being done individually.

Organizational effectiveness

Organizational effectiveness basically comes from individual and group effectiveness. This efficiency can exceed the total efficiency of individuals and groups, meaning organizations can achieve high levels of efficiency.

Effectiveness Indicators

According to Prawirosentono (2008), who said that effectiveness is a dynamic state where the fulfillment of duties and assignments is a process that is consistent with the stated goals and proposed program policies. This definition has a research dimension, namely the dimension of an effective program.

Richard M. Steers (2015) in his book "Organizational Effectiveness" says about measures of effectiveness, namely as follows:

Achievement of objectives

Achievement is the overall effort to achieve goals and must be viewed as a process. Therefore, in order to ensure the achievement of the final goal, phasing is needed, both in the sense of phasing in the achievement of its parts and phasing in the sense of periodization. Achieving goals consists of several factors, namely: Time period and targets which are concrete targets.

Integration

Integration is a measurement of the level of an organization's ability to carry out socialization, develop consensus and communicate with various other organizations. Integration concerns the socialization process.

Adaptation

Adaptation is the ability of an organization to adapt to its environment. For this reason, benchmarks for the procurement and filling process are used.

Methods

This research uses a qualitative descriptive research method to provide a clear picture of social phenomena or realities based on the problem studied, namely the productivity of the Regional Regulation Formation Agency in producing initiative regional regulations in the DPRD of North Sulawesi. This study used qualitative research methods. "Qualitative research aims to obtain a complete picture of something according to the views of the people being studied. Qualitative research deals with the ideas, perceptions, opinions, or beliefs of the person being

studied; all of which cannot be measured in numbers.” (Basuki, 2006). The focus of this research is to determine the effectiveness of the Regional Regulation Formation Agency in producing initiative regional regulations in the North Sulawesi Regional People's Representative Council which is limited by measures of effectiveness (Richard M. Steers, 1997), namely as follows: (1) Goal Achievement: Achievement is the overall effort to achieve goals and must be viewed as a process. Achieving goals consists of several factors, namely: Time period and targets which are concrete targets; (2) Integration: Integration is a measurement of the level of an organization's ability to carry out socialization, develop consensus and communicate with various other organizations; (3) Adaptation: Adaptation is the ability of an organization to adapt to its environment. The location of this research will be at the Regional People's Representative Council of North Sulawesi Province.

Results and Discussion

An institution or agency can be said to be effective if the institution can not only achieve its goals, but can also adapt and in the process each stage of achieving the goals can be integrated so that the quality and quantity as well as the time used can run efficiently. The Regional Regulation Formation Agency as a complementary tool for the DPRD has the task of compiling a program for the formation of regional regulations based on the regional development priority scale so that it can produce regional regulations which can be a support for regional progress. North Sulawesi DPRD, through Bapemperda, has produced three initiative regional regulations during the 2019 period until now, namely, regional regulations concerning the poor and neglected children, regional regulations concerning the protection of the empowerment of people with disabilities, and regional regulations concerning the optimization of employment social security. Based on the research focus raised in this study regarding the effectiveness of regional regulatory formation bodies in producing initiative regional regulations in the DPRD of North Sulawesi as one of the main tasks of parliament, namely forming legal products, an approach was taken by analyzing the effectiveness of BAPEMPERDA which is focused on achieving goals, integration and adaptation in the process of forming regional regulations, especially from the initiative of the North Sulawesi DPRD. Based on the research results above, the author will discuss and analyze the effectiveness of BAPEMPERDA in producing initiative regional regulations in the DPRD of North Sulawesi based on the effectiveness theory from Richard M. Steers (2015) which is divided into three measures, namely goal achievement, integration and adaptation and comparing with previous research.

Goal Achievement

Achieving goals includes the entire process of efforts to fulfill the targets of an organization starting from the stages of achieving its parts to the stages of achievement in the sense of periodization. The target time period and goals must both be met, this is also an important factor in achieving goals. Richard M. Steers (2015) explains that "The characteristics of organizational management are strategies and work mechanisms designed to shape everything in an organization to achieve efficiency. Management policies and practices are tools that managers can use to direct all activities to achieve organizational goals. When implementing policies and practices, management must focus on people, not just strategies and work mechanisms." These mechanisms include setting strategic goals, finding and using resources, creating an achievement environment, communication processes, management and decision making, and adapting to changes in the organization's innovation environment.

An adequate understanding of the organization's goals or objectives is the first step in discussing effectiveness, which is often very closely related to the organization's goals or

objectives. Effectiveness is actually a broad concept that includes a number of internal and external factors of an organization (Steers, 2015).

BAPEMPERDA was formed with the aim of becoming a DPRD tool that focuses on absorbing aspirations into policies that will later help achieve a more prosperous life for the people in their constituent areas in various fields. One of the outputs for achieving BAPEMPERDA's objectives is the formation of regional regulations initiated by the DPRD. Previous research from Idrus (2017) shows similarities in terms of the DPRD's lack of productivity in producing regional regulations. This shows the problem experienced by the DPRD of North Sulawesi province, namely the lack of council members in using the right of initiative to propose regional regulations compared to executive-initiated draft regional regulations.

The results of the research above show the long process of phasing BAPEMPERDA in realizing the regional regulation on protecting the empowerment of people with disabilities, which is one of three regional regulations initiated by the DPRD of North Sulawesi. It requires effort and hard work as well as consistency from the special committee in order to pass a regional regulation. There are also pros and cons regarding the productivity of regional regulations, whether the success of the DPRD is measured by the number of regional regulations made, or whether there is a need for many regional regulations which, apart from being expensive, also may not have much influence in society.

However, in terms of duties and functions, the DPRD is required to initiate regulations that are rightly targeted at the community, even though it is not easy. It is not surprising that in the previous period, namely the 2014-2019 period, only one initiative regional regulation was produced by the DPRD of North Sulawesi and what was even worse in the previous period was that in a period of seven years no initiative regional regulation was produced. Even though there has been an increase in productivity, the number of regional regulations in North Sulawesi is still relatively small compared to other regions. Seeing the lack of initiative regional regulations in North Sulawesi, it can be concluded that there are still very few members of the North Sulawesi Regional People's Representative Council through the Regional Regulation Formation Agency who have a commitment to overseeing a draft regional regulation until it is included in the propemperda until it is adopted as a regional regulation.

Integration

Integration can be interpreted as a unity or method for connecting and coordinating parts in the same flow. Integration can also be interpreted as cooperation between functions that do not conflict with each other in order to achieve common goals. Environmental factors that influence organizational effectiveness contain two aspects, the first is the external environment, namely the environment that is outside the boundaries of the organization and has a large influence on the organization, especially in decision making and operations. Another aspect is the internal environment, known as organizational climate, namely the general environment within the organization (Steers, 2015).

Tuanaya (2018) in his research shows the similarity that the performance of the Bursel Regency DPRD is still less than optimal, especially regarding the use of the initiative rights of draft bylaw proposers, therefore the DPRD needs to pay attention to the importance of education, experience and quality factors of DPRD members so that they can carry out their duties and functions as legislators well. .

To realize BAPEMPERDA's goal, namely to create regional regulations that suit regional needs and accommodate the aspirations of local communities, integration is needed in the process. In this case, the DPRD must be integrated with various stakeholders, and intense communication is also required with the executive and even related community organizations

so that regional regulations can be established. An example of the process of making a regional regulation on persons with disabilities shows how intense and consistent communication can increase the chances of an initiative regional regulation being passed. Because in the process, it is not easy to pass a *ranperda* to be included in the *propemperda*, let alone until it is stipulated as a regional regulation.

The issue of commitment is again an obstacle where there are still very few DPRD members involved in making regional regulations who consistently attend discussion meetings, starting from discussions on draft regional regulations, opinion hearings and other meetings. This causes integration problems in the drafting of this initiative regional regulation as a result of which communication with the executive, the Ministry of Home Affairs, and even related community organizations is not optimal.

Adaptation

Member characteristic factors most influence performance. There are many differences between people, but individual awareness of these differences is very important to achieve organizational goals. Therefore, if an organization wants to be successful, it must be able to connect individual goals with organizational goals (Steers, 2015). The ability to adapt is important in the legislative process in a region. Adaptation in the context of organizational effectiveness is the process of adapting, surviving and developing an organization, both adapting to the environment and also adapting to developments over time.

The research results of Beriansyah & Mutiarin (2015) show that aspirations obtained during the recess period can be well articulated by the DPRD. Because it can be seen from the many aspirations obtained during the recess period. Therefore, the process of absorbing aspirations must be further improved so that the DPRD can quickly adapt to social developments in society. It is important for legislative institutions, in this case the DPRD, to be able to make adjustments in the context of making policies that suit regional needs. The province of North Sulawesi is no exception, where from year to year there are bound to be changes in various aspects of life, both economic, political, cultural and other phenomena. The good adaptability of the North Sulawesi DPRD in making regulations in the region will really help produce good and effective legal products.

The three initiative regional regulations produced by the North Sulawesi DPRD through BAPEMPERDA to date are part of adaptation, namely connecting and coordinating external elements consisting of community aspirations based on phenomena into policy products which can also later have an influence on people's lives. The phenomenon that occurred in the DPRD of North Sulawesi during the 2019-2024 period related to the large number of demonstrations clearly illustrates that there is still public dissatisfaction with the ineffectiveness of the regional regulations produced, which refers to the ineffectiveness of BAPEMPERDA as the DPRD's tool for initiating regional regulations. Demonstrations from students and the public to oppose a regulation or to urge the DPRD to ratify a regional regulation often occur, proving that there is a problem with the effectiveness of existing regulations which have not been maximally socialized and can have an impact on people's lives, as well as the aspirations and hopes of the community for the implementation of regulations but are still obstacles in the process of forming regional regulations.

Conclusion

The conclusions that can be drawn based on the discussion above are; (1) Achievement of the North Sulawesi DPRD's objectives through BAPEMPERDA has increased in quantity in this period compared to previous years, however the figures currently produced do not yet show significant productivity and also the existing legal products cannot be felt as a whole by the

people of North Sulawesi. The problem of commitment from the members of the special committee is often an obstacle to a regional regulation being passed and enacted; (2) Integration of the North Sulawesi DPRD BAPEMPERDA with external parties, namely the executive, Ministry of Home Affairs, press and society through recess activities is very helpful in realizing a policy in the form of effective regional regulations. The DPRD of North Sulawesi often experiences problems due to delays in coordination and lack of socialization, causing many parties to feel that they are not being accommodated regarding the interests contained in an initiative regional regulation; (3) The large number of demonstrations demanding the implementation of certain regional regulations in North Sulawesi shows that there is still an adaptation problem which is homework for the DPRD together with BAPEMPERDA in the following years. The more regional parliaments are able to see phenomena and manage situations and problems that occur, the better the policy products that will be produced.

Suggestion

Suggestions that can be given regarding the effectiveness of the Regional Regulation Formation Body in forming initiative regional regulations in the North Sulawesi Regional People's Representative Council consisting of; (1) North Sulawesi DPRD members who are entrusted to be the special committee in making regional regulations must be more consistent in attending discussion meetings so that their commitment as legislators can be reflected in forming initiative regional regulations that are not only productive in terms of quantity but also effective so that the regulations made can be felt like it was reaching the community; (2) North Sulawesi DPRD through BAPEMPERDA must build good relationships and communication with related parties in the interests of making regional regulations, apart from that existing regional regulations must be easily accessible to all levels of society, in this case a clear and clear internet site must be created. officially so that people in the modern era like now can access existing legal products anytime and anywhere so that they will also be easily disseminated and can help the process of socializing regional regulations; (3) North Sulawesi DPRD BAPEMPERDA must be able to play an active role and be more sensitive to seeing phenomena and absorbing aspirations from the community, either by going to their constituent areas more often, often taking the time to listen to the complaints of the people who come, or holding more scientific discussions involving the community. the community apart from the recess so that more and more aspirations can be processed and accommodated into draft regional regulations until they are later stipulated as regional regulations.

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