

The Implementation of Monitoring Function of the Regional Legislative Assembly (DPRD) Medan in Medan Development Planning

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Abstract - Planning is one key aspect in the stages of development and particularly in regional development. Implementation of regional development planning was conducted by the Government of Medan City, and monitored by the Regional Legislative Assembly (DPRD) Medan. Monitoring is the manifestation of the DPRD roles, which is an element of local government organizer together with the government of Medan. Implementation of monitoring function by the DPRD is expected to produce the development planning of Medan that aim to prosper the community, and to detect the possible of deviation in the process of development planning of Medan. This study was conducted at the Office of the Regional Legislative Assembly of Medan (DPRD). The study used the qualitative method, with the number of key informants were 9 people, representing the 9 fractions in the DPRD Medan (2014-2019). The result of this study showed that the implementation of monitoring function in the regional planning process has not been regulated in complete and comprehensive regulation which should be able to use as the guidance for DPRD member in the monitoring function. There is no complete mechanism about agendas, procedures, and methods in the implementation of regional planning monitoring; there is only regulation about where and when the monitoring function conducted. Monitoring process has a greater political weight than scientific weight, this situation makes the process and results of the monitoring become blurred and diminishing the purpose of the monitoring itself.

Keywords - Regional Planning, Monitoring Functions.

I. INTRODUCTION

The Regional Legislative Assembly (DPRD) of Medan City is one of the government's element with three functions which are the formation of regional regulations, budgets,

and monitoring. The monitoring function which is the focus of this study is a function to monitor the implementation of the regional planning/formulation so that it is in the correct corridor according to rules, indicators, and regional planning approaches. The monitoring function is the only function

that is owned and carried out independently in its position as an institution. Whereas the other 2 (two) functions must be carried out jointly with the Regional Government. Therefore the monitoring function becomes the dominant function of the *DPRD* (Act No 23 Year 2014 of People's Consultative Assembly, National Legislative Assembly, House of Regional Representatives, Regional Legislative Assembly [Known as MD3 Act]; and Act No 17 Year 2014 of Regional Government)

As the dominant function of the *DPRD*, the monitoring function should be carried out in well way and run on a clear and professional system, so all the possibilities of irregularities in the implementation of regional government can be prevented. The prevention or possible irregularities can be done during the planning phase, therefore the monitoring function during the implementation of regional planning becomes a crucial point. Because, if deviations occur, the community's need for good governance will not be achieved.

II. PROBLEM OF ANALYSIS

1. How is the implementation of the monitoring function of the *DRPD* in the regional planning the Medan City?
2. How is the mechanism for implementing the monitoring function of the *DPRD*?

III. THE OBJECTIVES

1. To analyze the implementation of the monitoring function of the *DPRD* in the process of regional development planning in Medan City.
2. To analyze the application mechanism of the monitoring function of the *DPRD*

IV. BENEFIT

1. As a recommendation to the *DPRD* in improving the implementation of the monitoring function so that regional planning process runs in proper system.
2. As the source of information to the public about the implementation of *DPRD*'s monitoring function
3. As an academic reference for researchers who are interested in conducting studies on the *DPRD*'s monitoring functions in other regions.

V. METHOD OF RESEARCH

This research was carried out at the Regional Legislative Assembly office in Medan City located in Medan City using the qualitative approach with descriptive methods. According to Bogdan and Taylor (1975) in Kaelan (2012), qualitative research is a research procedure that produces descriptive data in the form of words or notes which relating

to meanings, values and understanding. Qualitative research does not use quantum models like quantitative research, but a holistic (explain the datas in relation to various aspects that exist) model.

In qualitative research researchers enter certain social situations by conducting observations and interviews with people who are seen as having a relationship with research problems and knowing about social situations in the object of research. The determination of the key informant was carried out by the researcher using purposive sampling technique that is the technique of taking data sources with certain considerations or objectives from the research itself. The researcher will choose certain people who are believed to know and understand the problems to be studied, and can provide the data needed.

Therefore, the informants in this study were 9 members of *DPRD* from 9 factions namely PDI-P Faction, Golkar Faction, Gerindra Faction, Democratic Faction, PKS Faction, PKS Faction, PPP Fraction, PAN Fraction, Faction Hanura, National Unity Faction. In this study, the process of data collection was carried out using 3 techniques:

- a. Interview; The interview process will be assisted through recording activities using electronic devices that function as recorders, by first asking permission from the informants.
- b. Observation; Observation is a careful observation or observation (Marshal, 1995 in Kaelan, 2012) which states that through observation researchers learn about the behavior and meaning of the behavior in relation to the implementation of the Medan City *DPRD*'s monitoring function.
- c. Library Study; The researcher will collect and use data that tastes from documents in the form of reports, recordings (audio and visual), as well as records relating to this research.

VI. RESULT

The existing of the *DPRD* Medan as one of the regional legislative assembly (*DPRD*) is same with the other *DPRD* in other regions in Indonesia which regulated under the UU MD3 and UU PD. On those Act, the position of *DPRD* as one of the elements of the Regional Government organizer, and the *DPRD* members are regional officials which must work based on the principle of governance, legal certainty, orderly state administration, public interest, openness, proportionality, professionalism, accountability, efficiency, effectiveness and justice.

The implementation of monitoring function was carried out by the DPRD with the use of rights instruments (Act No 23 Year 2014 of People's Consultative Assembly, House of People's Representatives, House of Regional's Representatives, Regional Legislative Assembly [Known as MD3 Act] and DPRD Medan Rules of Procedures No 171/3749/DPRD/2015):

- a. Interpellation Rights: the rights to request information from the Mayor regarding important and strategic local government policies and broad impact on the citizen lives.
- b. Questionnaire Rights: the rights to carry out investigations on local government policies that are important and strategic and have a broad impact on the lives of the people, regions, and countries that are thought to conflict with the provisions of laws and regulations.
- c. Express Opinion Rights: the right to express an opinion on the Mayor's policy or regarding extraordinary events that occur in the area accompanied by recommendations for settlement or as a follow-up to the implementation of interpellation rights and questionnaire rights.

The regional planning monitoring activities are in conjunction with the activities of regional planning. The DPRD monitoring function runs at every stage of regional planning, both in the preparation of the Regional Long-term Development Plan (*Rencana Pembangunan Jangka Panjang-RPJP*), Regional Mid-term Development Plan (*Rencana Pembangunan Jangka Menengah-RPJM*), and in the series of Regional Government Annual Work Plans (*Rencana Kerja Perangkat Daerah-RKPD*), until the Regional Government Budget (*Anggaran Pendapatan dan Belanja Daerah-APBD*) determination. The DPRD monitoring function runs when the planning process begins, as stated by Mr. Godfried Lubis, a member of the DPRD Medan from the Gerindra fraction (The interview took place on November 14, 2017). (See Figure 1.)

The scheduled monitoring agenda is exist in every stages of the planning process, and it is an obligation to be carried

out by the DPRD members, but besides that, DPRD members can also carry out the monitoring activities outside the scheduled, which is by gaining information from the constituent or community groups, or even the party members in his constituency. This network of groups provides information about regional planning, especially at the sub district. (See Figure 2)

The supply of information referred to above will then be collected and tabulated by the team of the DPRD member to be inventoried, then it will be confirmed and acted upon by communicating with regional government or other regional government units that are the object of the DPRD's monitoring function. The monitoring agenda outside the scheduled agenda are rules and conduct by the DPRD members themselves, yet the results will also include in development proposals of the DPRD.

All key informants interviewed expressed the same information on this matter, that development proposals was a combination of recess results, results of hearings, and the results of activities of DPRD members outside the existing agenda.

This unregulated monitoring method cannot be measured properly because there is no clarity in the methods used and monitoring tools carried out by members of the DPRD. It is up to each of the DPRD members to do it. According to DPRD members from the Golkar Fraction, Syabar Syamsura Sitepu, DPRD members carry out this kind of monitoring by watching, listening, and observing from several channels such as print media, audio-visual media, social media, as well as information directly from public which came directly to the DPRD office and or to their homes. The DPRD members also get it from community groups and civil society organizations (CSOs/NGOs). Because of the lack of clarity in the rules, the method for implementing DPRD monitoring becoming not scientific enough and the results is doubtful.

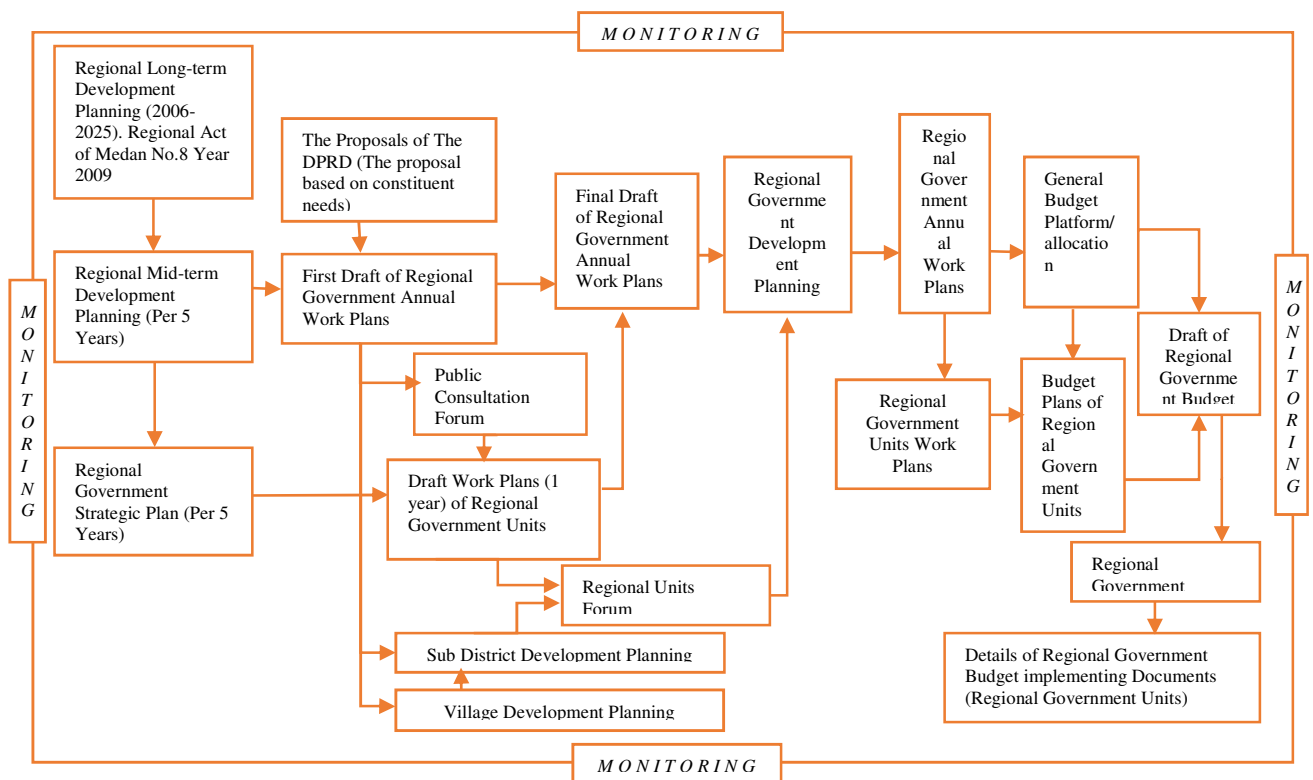


Figure 1. DPRD Medan Monitoring Scheme on the City Regional Planning Process

Source: Data Gathering

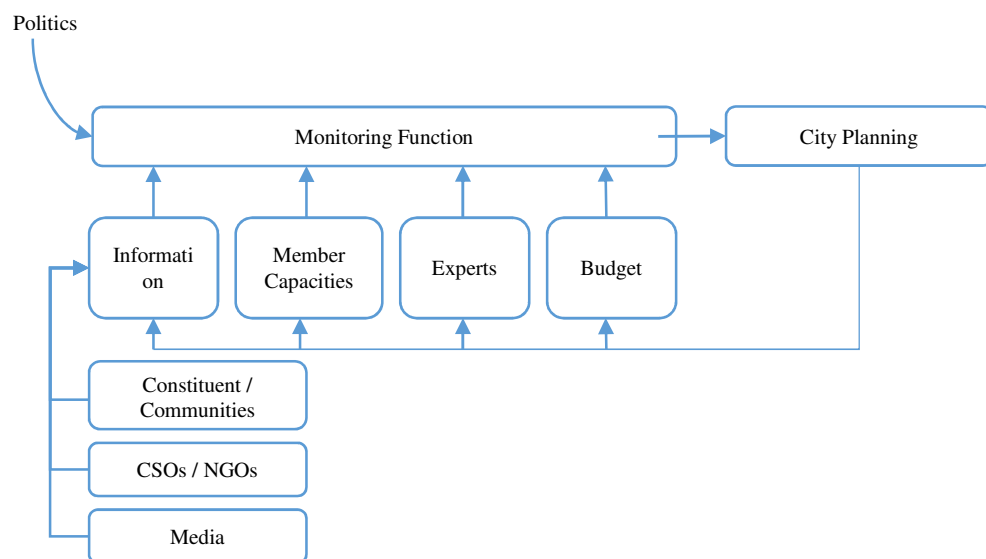


Figure 2 DPRD Medan Monitoring Function Model

Source: Data Gathering

The following is the timeframe for the regional development planning in Medan City. (See Figure 3)

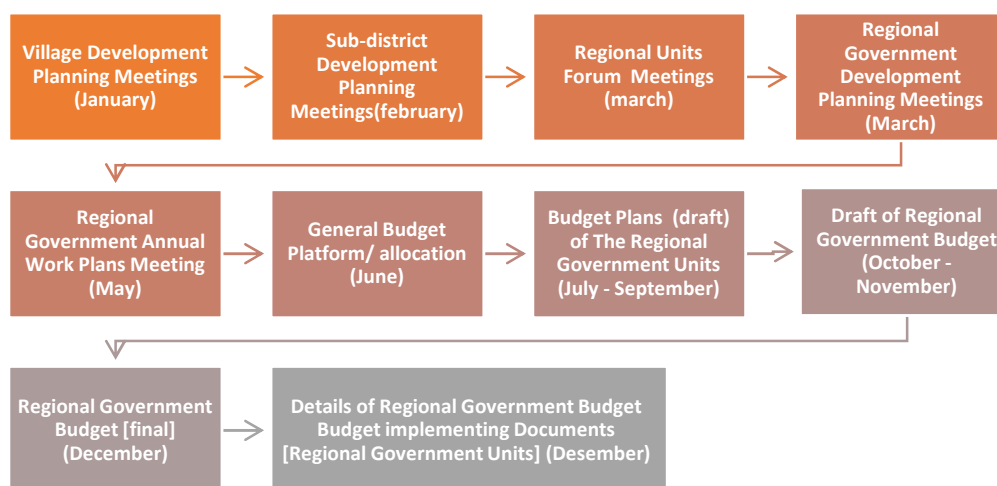


Figure 3 Time frame of Regional Planning Monitored by DPRD

Source: Data Gathering

VII. DISCUSSION

The procedure for implementing the Monitoring function is not written in detail in the Regional Legislative Assembly (DPRD) Regulation No 171/3749 / DPRD / 2015 or in any other rules or Act. Members of DPRD stated to fighting for the improvement of people's welfare, to absorb and follow up on the aspirations of the people, monitor the

implementation of regional regulations and the regional budget but there is no document that provides clear details about how to achieve it through the monitoring function. There are no procedures, time or system that can be guided by a member of the DPRD in carrying out the monitoring function. This situation occurs, even though the regional budget allocated a great amount of benefits to each DPRD Member to implement its function, as can read bellows:

Table 1. Benefits of DPRD Medan Members

Source: Data Gathering

No	Item	Qty
1.	Representative Benefits	Monthly
2.	Family Benefits	Monthly
3.	Rice Benefits	Monthly
4.	Package Benefits	Monthly
5.	Office Allowance	Monthly
6.	Equipment Allowance	Monthly
7.	Communication Allowance	Monthly
8.	Recess Allowance	Per Recess
9.	Health Benefits	
10.	Work Accident Benefits	
11.	Death Benefits	
12.	Official clothing and attributes benefits	
13.	House	
14.	Vehicle	
15.	Household expenditure	
16.	Transportation Benefits	
17.	Services Fees	

The monitoring process then only runs in two instruments that related to the rights of DPRD member, which are:

- a. Each member has the right to ask questions to the regional government regarding to the functions and duties, both verbally and in writing and will be answered by the government thorough verbally and in writing within a time period.
- b. Each member has the right to submit suggestions and opinions to the regional government

An observation carried out by the Researcher at the plenary meeting of Draft-Regional Government Budget for Fiscal Year 2018, showed that the DPRD performs its monitoring function by providing recommendations, inputs, as well as demanding clarification. This was carried out through the views of each fraction in writing and verbally in the Plenary Meeting. Each fraction was given the opportunity to provide feedbacks, inputs, and asked questions about the problems or findings. The same thing was also obtained by researchers at a hearing between the DPRD and Regional Government Unit on November 8, 2017 that the DPRD carried out the monitoring function by providing inputs or suggestions and responses to the issues being discussed.

VIII. CONCLUSION

The legislative's monitoring functions according to Griffin (1997) must prepared in 2 (two) main steps, as stated below:

- a. Determines Monitoring Agenda
 - Objects Monitored; fulfill the planning approach (technocratic, politics, participative, top-down & bottom-up)
 - When (time) the monitoring implement
 - Duties of Each Member in the monitoring implementation
- b. Formulation of Monitoring Method

The absence of the steps mentioned by the Griffin above, especially the DPRD as a political institution because it is filled by representatives from political parties will create a negative view of the position of the Medan DPRD as a representative body of the people. The possibility or tendency to occur on irregularities or political compromises that do not benefit to the people of Medan City will be even greater. The monitoring function in the planning phase will determine whether the program and development of the city

of Medan have transparent, responsive, efficient, effective, accountable, participatory, measurable, fair and sustainable. This is the important things of monitoring function during the regional planning phase.

The implementation of the monitoring function has not been fully and thoroughly regulated. This less guidelines makes the DPRD members carry out the monitoring function in their own ways which will make it difficult to see or assess how they oversees or monitor the implementation of regional planning, whether it has met the planning approach (technocratic, political, participatory and top-up planning approaches) or not. The mechanism that contains the agenda, procedures, and methods has not been regulated in a comprehensive manner. The current mechanism only regulates the space and time of the monitoring.

The absence of a complete mechanism makes the monitoring function mechanism prepared and carried out within the framework and views of each member DPRD, so that the success of the implementation of the supervision will be difficult to measure. The DPRD monitoring activities have considerable political weight, given that all DPRD members are also the representatives of political parties. This makes the monitoring process blurred and reduces the efforts in achieving the objectives of the monitoring itself.

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