

STRATEGIC COLLABORATION BETWEEN LOCAL GOVERNMENT AND DPRD IN THE IMPLEMENTATION OF REGIONAL AUTONOMY

Marthina Raga Lay

*Universitas Nusa Cendana, Kupang, Nusa Tenggara Timur, Indonesia
tinwini.tw@gmail.com*

ABSTRACT

In an effort to realize the goals of regional autonomy, strategic collaboration between the Regional Government and the DPRD must be able to be mobilized synergistically. Local Government and DPRD are equal partners in the administration of local government. Both agencies exist with their respective duties and functions. With their respective functions, the two institutions are expected to be able to build a working relationship that is enabling (enabling), and is not a competitor with each other in carrying out their duties and functions. Listening to the pattern of local government administration that has been existing so far, it seems that the implementation of decentralization requires new innovations in the field of governance. Thus, the way or method of revitalization offered, it is hoped that the working relationship between the regional government and the DPRD has strong pillars so that the journey of regional autonomy can achieve the goals set.

Keywords: *Regional Government, DPRD, Regional autonomy, collaboration*

This article is licensed under [CC BY-SA 4.0](https://creativecommons.org/licenses/by-sa/4.0/) 

INTRODUCTION

Regional autonomy is giving authority to regions to govern their own regions. With regional autonomy, it is hoped that services for the general public can be carried out optimally.

Decentralization generally has three objectives, namely political, administrative and socio-economic. The political goal of decentralization is the construction of infrastructure and political superstructure in the local realm in order to be able to realize a better democracy. The administrative goal of decentralization is to create local governments that are able to work efficiently, effectively and economically. Meanwhile, the socio-economic goal of decentralization is to increase the empowerment and welfare of local communities in order to have *competitive advantages*. In an effort to realize the purpose of decentralization, strategic collaboration between local governments and DPRD must be able to be mobilized synergistically.

The relationship between local governments and DPRD in this context has the essence of strategic collaboration. Local governments and DPRD are equal partners in the administration of local government. Both institutions exist with their own duties and functions. With their respective functions, the two institutions are expected to be able to build a working relationship that is enabling (*enabling*), not a competitor with each other in carrying out their duties and functions. If we try to look at the development of regional autonomy so far, whether the collaboration as described above has been carried out by regional governments. If so, has the local government carried out the collaboration intensively? Not much evidence can be found. Only a handful of autonomous regions in Indonesia are able to establish intense strategic collaboration.

Regarding collaboration between the public sector, the following may be used as a general description, among others (Faozan, 2002.2003, 2007):

1. Collaboration between government institutions is often formed simply because of pressure from a law that is usually drafted by central or higher agencies whose validity and reliability often receive less serious attention.
2. Collaboration as mentioned in point 1 above, is often muddled by unscrupulous officials of government institutions – drafters or proposers of these laws and regulations – as a place to find *added salary* without considering various sensitive factors.
3. Collaboration between government institutions (regions, centers, regions, and regional centers) is often only used as a formality (just want to get to know each other) not because each institution wants the maximum benefit from the collaboration built.

With the lack of widespread types of collaboration in the realm of local government, in the current era of local government various forms of collaboration need to be encouraged. Because collaboration between business organizations has grown over two decades with mostly positive results. The concept of collaboration itself has undergone tremendous development. It must be admitted that scientific work that examines collaboration is more likely to focus on *private firms*. However, this does not mean that the study of collaboration in local government areas is a prohibited area.

Collaboration is defined differently from network *and* partnership. According to Ansell and Gash (in Nasrulhaq, 2020), networks are used to describe forms of government and community cooperation whose scope is more plural, informal and implicit. Partnership is used to describe cooperation that is more coordination-oriented than consensus in decision-making. While the term collaboration is used to describe cooperation that is formal, explicit and collectively oriented in decision making. Collaboration involves managing relationships to manipulate regulations and systems.

Until now, there has been a lot of recognition from the local government and DPRD that there are different perceptions between the local government and the DPRD in observing their respective duties and functions. Such conditions can clearly cause disharmonious relationships and tend to cause prolonged conflicts. In the case of regional budget preparation, the majority of which are initiated by the local government—not in accordance with the wishes of the DPRD. The determination of budget allocations also often clashes. Likewise, the supervisory function of the DPRD is often complained by local governments. These problems that continue to develop without a solution have a significant impact on the stagnation of the progress of autonomous regions. Does it have to be left alone? The answer is: "No!!!"

Existing problems can be severe problems. What is needed now is maturity in the way of thinking, behaving and acting on the part of the local government and the DPRD. The maturity of the way of thinking, behaving and acting needs to be matured in a strategic collaboration between the two parties to create new process innovations that do not need to be tried before.

This paper will discuss strategic collaboration at the level of concepts and practices in local governments. *The first* will discuss the important values of *strategic collaboration* for local government organizers. *The second* discussion will describe the partnership between local governments and DPRD based on the realm of policy. *Third*, it will be explained how to find new methods through strategic collaboration between local governments and DPRD. This paper will close with a conclusion.

METHOD

This paper was made using library research methods, namely research with a series of activities related to library data collection methods, reading and processing. Library research is research whose objects are sought from searching various library information such as books, scientific journals, magazines, and documents.

To find data from this study, the author uses primary data sources, namely data that is the main source of literature research by searching various literature related to the title of this article.

RESULTS AND DISCUSSION

Strategic Collaboration of Local Government Organizers

Etymologically, collaborative comes from the words co and labor which means the union of energy or increased ability that is used to achieve goals that have been set or that have been mutually agreed. Furthermore, the word collaboration is often used to describe the process of completing work that is cross-border, cross-sectoral, cross-relationship, or organizational lity, even across countries. (O'Leary; 2010). The term collaboration contains a very general and broad meaning that describes a situation about the occurrence of cooperation between two people or two or more institutions that understand each other's problems together and try to help each other solve their problems.

In the literature on organizational theory and strategic management, other terms for collaboration and cooperation are known as strategic alliances or strategic networks. In the private sector, one form of cooperation between companies that grabs a lot of attention from experts in various fields is mergers, acquisitions, and joint ventures.

Theoretically, according to Powell, Blake and Ernst (in Faozan: 2007), there are several reasons why companies use alliances, including to achieve a competitive advantage in the market; to access or internalize new technologies, to increase scale and economic scope, etc.

In the context of the development of science and technology in particular and the world in general, learning in order to optimize the knowledge possessed by individuals, groups and organizations is increasingly becoming a serious concern. No doubt if at this time many large organizations are competing to develop the capacity of their employees on an ongoing basis to achieve optimal results. In relation to the concept of strategic network as described by Gulati et el (in Faozan; 2008) stated that a potential strategic network is a network that equips companies with access to information, resources, markets and technology; with the advantages of a learning, economical scale and scope; and provide opportunities for companies to achieve strategic goals.

In today's information and knowledge age, private organizations that are already large and that want to become large are increasingly aware of the importance of placing human resources (HR) as invaluable assets. Therefore, it is not surprising that HR management is a top priority. For Indonesian government agencies, it seems that building a strategic network with such requirements is not an easy thing to do. If we look at the human resources of the local government administration apparatus - from staff to the highest officials, perhaps we can ask ourselves: what is the capability of staff and officials of local government administration? How

committed are they to their work? So how does it perform? Or in short, are they human resources apparatus learners, who always introspect for progress and success?

It seems that the following expressions of experts in Indonesia are quite clear to answer this. Kartasasmita (1995) once wrote that bureaucratic pathology in developing countries, showing a tendency to prioritize self-interest, maintain the status quo, and be resistant to change, tends to be centralized and with its authority often uses that authority for its own interests. The same thing was also stated by Thoha (1995), identifying three main problems faced by bureaucracy, namely the problem of lack of quality bureaucratic leadership; there is no need to establish a handle on systems, processes and procedures within the public bureaucracy; and the absence of clear guidelines regarding bureaucratic institutions.

From the theory of cooperation, collaboration, strategic alliances, or strategic networks as presented by experts, of course, there are many lessons that can be learned by the public sector/local government for their progress. But in reality it is difficult to be able to calculate the number of local governments that have the will, let alone the ability to absorb and apply concepts and theories as they develop. This has an impact on the inability of local governments to carry themselves, so that failure after failure arises.

Wallis and Dollery (in Faozan; 2007) state that government failures can be identified into 3 (three) main forms. The three forms can be described as follows:

First, legislative failure, which is a condition in which legislators are more concerned with their re-election than formulating policies that will produce the common good in the future.

Second, even if socially beneficial policies can be formulated and enacted, bureaucratic failure will ensure that they cannot be implemented efficiently because public servants lack sufficient incentives to implement policies efficiently.

Third, the failure of government lies in rent-seekers because government intervention always creates a transfer of prosperity, where people who are providers of limited resources are employed in the creation of wealth to the redistribution of existing prosperity based on their tastes. Or in other words, bureaucrats and decision makers are no longer parties free from self-interest, they are not neutral parties who side with the public interest. Instead, bureaucrats and decision makers act as separate actors with goals to serve their interests.

The three forms of failure identified by Wallis and Dollery seem to occur in our country as well. This is not an easy challenge for anyone who is the leader of local government. What is clear is that experts remind "don't go alone" because competition is very tight, public demands on the quality of performance of government agencies are increasing. Qodri Azizy (2007), stated that in today's fast-paced change situation, an organization in order to survive and have advantages there must be a high awareness of the need for change management and implementing an integrated and holistic strategy so that efficiency and effectiveness can be achieved. This not only applies to private organizations, but public organizations or local governments as well if they do not want their image to be more immersed. The description basically provides a very clear indication that every organization—private, government and non-profit—has an equal chance of success.

One method that can be used to achieve learning skills and improve local government capabilities continuously is to foster strategic collaboration between local government administrators. In its application, of course, it cannot swallow the concept or theory of strategic collaboration as applied in pure private and public-private.

Thus, further studies need to be carried out, considering that public areas or local governments have certain boundaries and orientations that are very different from the private sector. With various modifications to the concept or theory of strategic collaboration that has been more likely to be optimized by the private sector, at some point in the future the burden of local governments can be carried together with the DPRD. Thus, greater strength will be mobilized for local government administrators to realize better performance.

In this regard, there are a number of values that are the basis for collaboration. The value must be a guide for collaborators so that what is a common goal can be achieved. According to Djumara, there are seven core values used to develop working relationships with the concept of collaboration, namely; (1) Respect for people, (2) Honor and integrity, (3) Ownership and alignment, (4) Consensus, (5) Full responsibility and accountability, (6) Trust-based relationship, (7) Recognition and growth.

While Crampton (in Saleh (2016), mentions six basic values that can improve the quality of collaborative teamwork, namely: 1) Mutual trust, 2) interdependence, 3) genuineness, 4) empathy, 5) risk, 6) success.

These basic values must be instilled into the frame of thinking for everyone or party who has built a mutual agreement in a collaborative process.

Partnership Between Local Government and DPRD

The establishment of a regional government in a country with a large area is due to the impossibility of efficient and effective government management if only carried out from the Central Government. This reason is the basis for consideration to form a regional government with a decentralization policy. Regional government is the implementation of government affairs by the Regional Government and DPRD according to the principle of autonomy and assistance duties with the principle of the widest autonomy within the framework of the system and principles of the Republic of Indonesia as referred to in the 1945 Constitution. The form and structure of regional government is regulated based on Law No. 23 of 2014 concerning regional government.

In constitutional relations, local governments are called executives while DPRD is included in the legislative realm, each of which has special duties and functions to realize good services to the community. The executive is responsible for the implementation of government functions, while the DPRD carries out the functions of legislation, budgeting and controlling. However, the two parties must go hand in hand, so that the implementation of local government that aims to realize public services can take place properly.

Position of Local Government in Local Government

Local Government is the Governor, Regent, or Mayor, each of whom has the position of Regional Head; and regional apparatus as an element of local government administration. Each region is led by a Head of Local Government called the Regional Head. For Provinces it is called Governor, Regency is called Regent, and City is called Mayor.

Duties and authorities of the Regional Head and Deputy Regional Head, namely:

- a. Lead the implementation of local government based on policies established with the DPRD.

- b. Submit a draft bylaw.
- c. Establish regional regulations that have received mutual approval from the DPRD.
- d. Prepare and submit a Draft Regional Regulation on APBP to the DPRD for discussion and determination together.
- e. Strive for the implementation of regional obligations.
- f. Represent their territory in and out of court, and may appoint a legal representative to represent them in accordance with laws and regulations.
- g. Carry out other duties and authorities in accordance with laws and regulations.

In Law No. 23 of 2014 concerning regional apparatus, it is explained that the Regional Head is assisted by regional apparatus in the implementation of regional government. In general, the regional apparatus consists of staff elements who assist in policy formulation and coordination, which are accommodated in secretariat institutions; supporting elements of the duties of the Regional Head in the preparation and implementation of specific regional policies, accommodated in regional technical institutions; As well as the implementing element of regional affairs, accommodated in regional official institutions.

The problems inherent in the organization of regional apparatus are generally classic problems that until now have not changed much. These problems can be seen from the characteristics, namely:

- a. The height and fatness of the organizational structure. The preparation of local government organizational structures generally has not gone through adequate academic studies. The tendency of local governments so far is to base more on the maximum formation determined by government regulations. In fact, in general, local governments ask for a larger formation than specified.
- b. Excessive overlapping *of tasks and functions*. Although to avoid completely overlapping tasks and functions between units of local government work units seems something very difficult to do, excessive overlapping should be avoided. In certain circumstances it even triggers conflict because each feels they have authority and responsibility.
- c. Its role is more *rowing* (all affairs are done by the government or decentralized) than *steering* (arrangements are carried out by the government while the implementation is by other parties or the private sector). The fat organizational structure of local government is a reflection of the many *rowing* functions developed by local governments. While the paradigm shift of governance leads to the steering function. The rowing function, of course, in addition to causing waste both in terms of cost, energy, material and time, also has a significant impact on the empowerment of the community and the business world.
- d. His existence is unstable. Frequent organizational changes cause various public policies not to achieve the targets that have been set. This is because organizational changes will affect the implementation of previously established policies. The most severe result of organizational instability is the occurrence of inefficiencies in the management of organizational assets that are already owned.

In the perspective of management, the modern bureaucracy needed today is a bureaucracy that is physically organizationally relatively small and dense, but qualitatively large in capacity or what has been known as a "lean function-rich structure". In addition, there are 2 (two) classic concepts that are still relevant, namely: 1) *Structure follows function*, where the size of the

organization must be really adjusted to the needs and capabilities; and 2) *Money follows function*, where the budget is allocated combined with the functions owned by the institution. It is hoped that it will reduce the *Parkinson's law of EFFCT* which states that organizations over time tend to fatten themselves up and become increasingly wasteful. The organization of regional apparatus as the spearhead of the implementation of regional autonomy in Indonesia today is very important. Although in the last period of time the existence of government apparatus in Indonesia-both central and regional, is required to reduce the number, but this does not mean that it must reduce the level of importance of the function of the government apparatus itself. This is in line with the statement of Awaloedin djamin (1998: 53) as follows: "The role of the state apparatus, especially the role of government apparatus throughout the world, shows a tendency to decrease and change. But this does not mean that the role of the government apparatus will be less important and become easy. Especially in countries that carry out national development planning, such as Indonesia, the function of the government apparatus will be more complex considering the development of strategic, global, regional and national environments".

Related to the statement above, the existence and role of local government apparatus in the future will be even more important and needed. This is certainly relevant to the era of autonomy that is being promoted where a shift in the role of the central government has gradually occurred.

Position and Function of DPRD in Local Government

The position of the DPRD can be observed through several articles in Law No. 23 of 2014 as follows: states that Regional Government is: a) Provincial regional government consisting of Provincial Regional Government and Provincial DPRD, and b) Regency / city regional government consisting of Regency / city Regional Government and district / city DPRD.

The DPRD has the functions of legislation, budget, and supervision. In addition, the DPRD has equipment consisting of: Leaders, commissions, deliberative committees, honorary bodies, budget committees, and other necessary equipment.

In order to support the smooth implementation of the duties of the DPRD, a secretariat of the Provincial DPRD was formed whose personnel consisted of Civil Servants. The DPRD Secretariat is headed by a DPRD secretary who is appointed by the Governor on the proposal of the Provincial DPRD leadership.

To improve the performance of institutions and assist in the implementation of the functions and duties of the DPRD professionally, a number of experts / experts can be appointed as needed, and are under the coordination of the secretariat of the Provincial DPRD.

The duties and authorities of the DPRD Law No. 23 of 2014, namely as follows:

1. Establish local regulations that are discussed together with regional heads for mutual approval.
2. Discuss and approve the draft Regional Regulation on the Regional Budget together with regional heads;
3. Carry out supervisory functions on the implementation of regional regulations and other laws and regulations, regional head regulations, regional budgets, local government policies in implementing regional development programs, and international cooperation in the regions;

4. Propose the appointment and dismissal of regional heads/deputy regional heads to the President through the Minister of Home Affairs for the Provincial DPRD, and to the Minister of Home Affairs through the Governor for the District/City DPRD;
5. Elect deputy regional heads in the event of a vacancy in the position of deputy regional head;
6. Provide opinions and considerations to local governments on plans for international agreements in the regions;
7. Give approval to international cooperation plans carried out by local governments;
8. Request reports on the accountability of regional heads in the administration of local government;
9. Forming a supervisory committee for regional elections;
10. Supervise and request KPUD reports in organizing regional elections;
11. Provide approval for inter-regional cooperation plans and with third parties that burden regional communities. (In addition to these duties and authorities, the DPRD carries out other duties and authorities stipulated in laws and regulations).

Working Relationship Between Local Government and DPRD

In general, the working relationship between local governments and DPRD occurs in the realm of implementing DPRD functions which include legislation, budget, and supervision functions. The *legislative function* is pleased with the preparation of regional policies focused on regional regulations as strategic public policies at the regional level, the preparation of which is carried out jointly between the local government and the DPRD. The budgeting *function* is related to the preparation of the Regional Revenue and Expenditure Budget (APBD). Controlling *function* relates to the forms of supervision that can be carried out by the DPRD.

Listening to the pattern of local government administration that has been existing so far, it seems that the implementation of decentralization requires new innovations in the field of governance. It is time now to present a pattern of collaboration between local government and DPRD that is oriented towards improving the performance of local government administration concretely, not just realizing *a check and balance* mechanism at the local level. The view, which has been merely emphasizing the need and importance of *check and balance* mechanisms at the local level, should begin to shift. This is not an exaggeration, because the fundamental problem is not the importance of *the check and balances* mechanism, but rather the readiness and ability of the local government system to realize the *check and balances* mechanism itself.

In *the check and balance mechanism*, all public policy at the local level must involve both sides. On the one hand, the check and balance mechanism provides opportunities for local governments and local parliaments to control, supervise and balance each other. But on the other hand, the mechanism of *checks and balances* makes the pattern of relations between the two institutions complicated.

The relationship between the local government and the DPRD is a working relationship that is equal and partnership. Equal position means that between local government institutions have the same and equal position, meaning that they do not supervise each other. The partnership relationship means that between the regional government and the DPRD are both partners in

making regional policies to implement regional autonomy in accordance with their respective functions so that between the two institutions build a working environment that is mutually supportive, not an opponent or competitor to each other in carrying out their respective functions to achieve the goals of regional autonomy (PKKOD-LAN, 2008).

Strategic Collaboration Method Between Local Government and DPRD as a Breakthrough

The direction of granting broad autonomy to regions is to accelerate the realization of community welfare through service improvement, community empowerment, and the participation of the community and the business world. In addition, broad autonomy is expected to increase regional competitiveness. The principle of broad regional autonomy means that regions are given the authority to manage and regulate all government affairs outside those that are government affairs stipulated in the law. Regions have the authority to make regional policies to provide services, increase participation, initiatives and community empowerment with the aim of improving community welfare.

The principle of broad regional autonomy in its implementation must be accompanied by the principle of real and responsible autonomy. The principle of real autonomy is a principle that means that to handle government affairs is carried out based on duties, authorities, and obligations that actually exist and have the potential to grow, live and develop in accordance with the potential and distinctiveness of the region. While the principle of responsible autonomy means that its implementation must be strictly in line with the purpose of granting autonomy, namely to empower regions, including improving people's welfare.

The principle of broad, real and responsible regional autonomy must in principle be accelerated by regional government organizers, namely regional governments and DPRD. Both parties must be able to build an optimal partnership. In Indonesia, the term cooperation is increasingly known and even considered important after the presence of Law No. 22 of 1999 (articles 87, 88 and 89), as well as Law No. 32 of 2004 (articles 195, 196, 197 and 198) concerning local government. In addition, in PP No. 84 of 2000 and its successor PP, namely PP No. 8 of 2003 concerning guidelines for regional apparatus organizations, it is stated that partnerships or cooperation between regions are one of the considerations in the formation of regional apparatus organizations (Faozan, 2007), and PP No. 50 of 2007 concerning procedures for implementing regional cooperation. Initially, the concept and practice of partnership was limited to the business sector, and then at the end of the 20th century the concept expanded into the public sector. This condition then brings the term partnership into a wider realm, both from a content and context perspective. Therefore, it can be understood empirically that partnership has become an increasingly broad concept. Growing partnerships are no longer limited to between business sectors, but lead to the optimization of partnerships between public sectors.

Three domains of basic problems of local government, namely human resource institutions, and implementation actually occur in two parties of local government administration, namely the regional government and the DPRD. With the complexity of problems like this, it is appropriate for both parties to work hand in hand and enable each other (*enabling*) through strategic collaboration vehicles built together. Strategic collaboration between local governments and DPRD can be started from functions that must be carried out synergistically, namely in the functions of legislation, budget, and supervision. Although these three functions

seem too simple to be subordinate to contemplation and in-depth study, but that's where the common problem that must be found a solution.

The following discusses the problems and solutions offered related to the functions of legislation, budget, and supervision.

Problems and Solutions in the Implementation of Legislative Functions

The *legislative function* is pleased with formulating regional policies focused on regional regulations as strategic public policies at the regional level, the preparation of which is carried out jointly between the local government and the DPRD.

Law No. 23 of 2014 states that regional regulations are determined by the regional head after obtaining joint approval from the regional people's representative council. Although the law states that regional heads determine regional regulations after obtaining mutual approval from the DPRD, it does not mean that all authority to make regional regulations only lies with the regional head and the DPRD only gives approval. The DPRD has decisive power in the formation of regional regulations. The process of drafting regional regulations as a form of regional legal products is regulated based on Law No. 10 of 2004 and Minister of Home Affairs Regulation No. 16 of 2006 concerning procedures for preparing regional legal products. The preparation of regional legal products that are regulatory in nature is carried out based on the Regional Legislation Program (PKKOD-LAN, 2008).

The Regional Legislation Program, hereinafter referred to as Prolegda, is a planning instrument for the formation of regional legal products that are prepared in a planned, integrated and systematic manner.

Some general problems related to the function of regional legislation within local government, (PKKOD-LAN, 2008) are as follows:

- a) Relatively many autonomous regions do not yet have Prolegda as a reference in the preparation of regional legal products that are regulatory in nature.
- b) The unavailability of standard operating procedures for the discussion of draft regional regulations both within the local government and in the DPRD, especially regarding the timing of the discussion, duration, etc.
- c) Proposed draft local regulations are often not accompanied by academic manuscripts.
- d) The availability of drafters of legislation, the amount of quality is far from what is needed.
- e) The quantity and competence of human resources both local governments and DPRD who master the substance of the material discussed in the draft regional regulation is still limited.

In this regard, the solutions that can be taken are as follows:

- a) Prolegda is essentially the primary need of local governments in terms of drafting regional legal products. This should be initiated and formulated jointly between the local government and the DPRD. All needs to optimize PROLEGDA (SOP documents for discussion of draft Regional Regulations, availability of Academic Manuscripts, etc., should be discussed comprehensively and integratedly between local governments and DPRD.
- b) Mastery of the substance of the material discussed in the draft Regional Regulation must be mastered by both parties comprehensively and deeply. In this regard, the

process of working on the substance of the material must be carried out continuously to the local government and DPRD. To make this happen, both parties can collaborate synergically.

Problems and Solutions in the Implementation of the Budget Function

The budgeting *function relates* to the preparation and determination of the APBD – which includes the budget for the implementation of the functions, duties and authorities of the DPRD – which is carried out jointly between the DPRD and the Regional Government.

Some common problems that exist related to the budget function within local government, namely as follows:

- a) The substance of the planning along with the resulting documents (RPJM, Regional, Renstra SKPD, Renja SKPD, RKPD, etc.) has not been shown as a comprehensive, aligned, solid and integrated planning system with the vision and mission set. This situation is fundamentally a debate and problem in the implementation of the budget function.
- b) In general, the SKPD Strategic Plan and Performance Plan are not prepared adequately, so that outputs and outcomes do not have a significant effect on the achievement of the tasks and functions of each SKPD. With conditions like this, if accumulated into the performance of the Regional Government, the results are not able to present performance that has a real impact on people's lives.
- c) The strengthening of differences in perception between the DPRD and the Regional Government, regarding the goals, objectives, outputs, *outcomes*, benefits, and impact of an activity with the amount of budget needed is often a very serious problem in the working relationship between the DPRD and the Regional Government. On the one hand, the DPRD wants to get strong *reasoning* about the goals, objectives, outputs, results, benefits, and impacts of an activity with the amount of budget needed. On the other hand, local governments are less able to ensure that the budgeted costs will provide significant outputs, results, benefits and impacts.

In connection with this, the solutions that can be taken are as follows:

- a) The Regional Planning Agency (Bappeda) or as it is called, is the *leading agent* of all development planning and control in the regions. Without creative and innovative ideas and performance, Bappeda certainly does not provide optimal contributions in accordance with its duties and functions as a regional apparatus organization that functions as a technostructure in the field of planning. Without the technical guidance on strategic planning and performance planning for all SKPD within the Local Government produced by Bappeda, it can be said that Bappeda's work can certainly be far from optimal. With the technical guidelines for strategic planning and performance planning for all SKPD within the Regional Government, it can be used as a very strategic control tool.
- b) Differences in perception between the DPRD and the Regional Government regarding the goals, objectives, outputs, results and impacts of an activity with the size of the budget need to be found immediately and practically so that the DPRD and local governments both get a *win-win solution*. The step that needs to be done is to equate the perception of the material substance content of the SKPD performance plan which

includes goals, objectives, outputs, *outcomes*, benefits, and the impact of an activity with budgeted costs. This understanding is not only important for the Regional Government, but also very important for the DPRD to be able to carry out the budget function and even supervision functions optimally. To be able to achieve an adequate understanding of the objectives, objectives, *outputs*, *outcomes*, benefits, and impact of an activity at a budgeted cost, it is necessary to carry out technical guidance within the DPRD and Regional Government (including the Secretary of the DPRD). Through this kind of technical guidance, the *gap* between misperception can be bridged. With the creation of common perceptions between the DPRD and the Regional Government regarding the sunstansi of activities and the amount of budgeted costs, conflicts that have been *boomerang* for Regional Governments can be minimized or even avoided.

Problems and Solutions in the Implementation of the Supervisory Function

The *controlling function* is related to the implementation of government administration supervision carried out by the internal local government (Bawasda/Regional Inspectorate) and the supervisory function carried out by the DPRD on the implementation of laws, regional regulations and decisions of the Regional Head as well as policies set by the regional government.

Some common problems that exist related to the supervisory function within the local government, are as follows:

- a) There is still very weak inherent supervision carried out by the leadership within SKPD on all activities carried out in their respective units.
- b) The number and competence of auditors are inadequate, so that the implementation of supervision cannot run optimally.
- c) The unavailability of guidelines / technical instructions / implementation written by Bawasda / Regional Inspectorate regarding the preparation of various kinds of reports that must be prepared by each SKPD. Because of this situation, in general, SKPD-SKPD has difficulties in the process of preparing their reports. Meanwhile, the Bawasda/Regional Inspectorate also experienced difficulties in conducting inspections because the format of the reports prepared was relatively diverse.
- d) As a form of DPRD supervision, working meetings between the DPRD / Budget Committee / Commission / Joint Commission / Special Committee with Regional Heads or appointed officials, in general it can be said that there has not been shown sufficient intensity so that the results achieved are far from optimal. Complaints that often arise from the Regional Government are about the inadequate apparatus of the DPRD / Budget committee / Commission / Joint Commission / special committee in mastering the material substance of the sectors discussed. Meanwhile complaints that arise from the DPRD in working meetings with the Regional Head or appointed officials are inadequate reasoning given by the Regional Head or appointed official on the problem of a sector that is becoming Discussion. Such conditions often result in not reaching solid mutual agreement because there is no common perception of something discussed.

In this regard, the solutions that can be taken are as follows:

- a) It is time for Bawasda / Regional Inspectorate to be creative and innovative to create various guidelines or implementation / technical guidelines that are specifically

appropriate and applicable for all SKPD within the Regional Government. As a Regional Development Planning Agency (Bappeda) as a regional apparatus organization that functions as *a technostructure* in the field of supervision that must provide optimal *assistance* and *support* to all SPKD in order to be able to increase accountability adequately. Without creativity and innovation in the implementation of various performance reporting guidelines for all SKPD within the Regional Government, it can be predicted that the performance of Bawasda/Regional Inspectorate will not be able to improve significantly. In this regard, and in connection with the limited quantity and competence of human resources apparatus in the Bawasda / Regional Inspectorate, involving external parties (consultants) in preparing various manuals / guidelines is a very important and wise alternative in order to accelerate the improvement of Bawasda / Regional Inspectorate performance. By improving the performance of Bawasda / Regional Inspectorate, it is believed that the performance of all SKPD within the Regional Government will increase significantly. Changes need to be made immediately because competition (read: competition for excellence) between local governments (provinces, kabupaten and cities) throughout the country continues to roll all the time. To be able to achieve that, a change in mindset and behavior is time to be done. In this context, Bawasda/Regional Inspectorate plays a very important role.

- b) In order to increase the intensity and quality of working meetings between the DPRD / Budget committee / commission / Joint commission / special committee with the head of the Region or appointed official, the important role of the DPRD secretariat is to consolidate into (DPRD) and out (Regional government). One of the roles that can be taken is to look at the substance of the material discussed, and the process of discussion. From the existing weaknesses, then the DPRD secretariat provides input to the DPRD leadership and Regional heads through the Regional secretary, in order to increase the intensity and quality of work meetings. Another important thing is the need to formulate an agenda appropriately by adjusting the time allowance between the DPRD/Budget Committee/Commission/Joint commission/Special Committee and the Regional Head or appointed official, so that working meetings can be avoided by officials who are worthy and appropriate (representatives) to discuss in working meetings between the DPRD/Budget Committee/Commission/Joint commission/Special Committee and the Regional Head or appointed Position.
- c) In general, the DPRD needs various implementation/technical guidelines in order to improve the supervisory performance of DPRD members. This is felt to be increasingly necessary and important and even urgent when the DPRD is not supported by experts in accordance with the fields / sectors needed.

In this regard, now is the time to compile various implementation/technical guidelines in various supervisions carried out by the DPRD. In addition, guidelines for writing supervisory reports also need to be created so that all members of the DPRD have references in preparing their reports. This is certainly not far-fetched, because all forms of implementation of the duties and functions of the DPRD must be accountable.

From the description above, it can be understood that the local government organization is a large organization, consisting of Regional Governments (Regional Heads and their Deputies, Secretariat, Agencies, and Regional Technical Institutions) and DPRD and their equipment.

With the size of the local government organization, it can be imagined with common sense, how great it would be if the local government was able to innovate continuously, both in producing new products (goods / services) and in the process of serving the community. But the facts say otherwise, most local governments are still unable to overcome the thorny problems that are wrapped around their own bodies. The three major issues of local government, namely institutions, apparatus resources, and governance, are still the focus of attention. From a systemic approach, the three problems above cannot be done in a partial way, but in a simultaneous and continuous way because they are complex problems that affect each other. (Faozan, 2007).

The description of the problem as described above, should be used as a base for developing local government performance. As for the various solutions offered, it should be used as a reference for strategic collaboration for the Regional Government and DPRD to concrete and apply in practice their respective duties and functions. Thus the various ways or methods of revitalization that have been offered, hopefully the working relationship between the Regional Government and the DPRD has strong pillars and a solid and smooth flyover, so that the journey of regional autonomy can achieve the goals set.

CONCLUSION

Local governments that prioritize learning and continuously improve skills and show satisfactory performance, will undoubtedly gain great authority and honor from their communities, other government agencies, and even the international community. Through the careful implementation of strategic measures, each local government still has the opportunity to gain this authority and honor.

Local governments and local parliaments in the present and in the future must be able to respond and anticipate the aspirations of the community, high performance and accountable. In addition, the Regional Government and DPRD must be able to jointly produce policies that actually provide substantial benefits to their communities. Another thing that is not important is that local governments and DPRD must criticize each other so that both parties are able to show the performance expected by the people in their regions. To achieve this, it certainly feels difficult if done individually. But by doing it together, it will certainly feel lighter to make it happen. Strategic collaboration between local governments and DPRD can be started from functions that must be carried out synergistically, namely in the functions of legislation, budget, and supervision.

REFERENCES

- Djamin, A., 1994, *Penyempurnaan Aparatur dan Administrasi Negara RI: Evaluasi Dasawarsa I; dan Prospeknya*, Yayasan Pembina Manajemen Lembaga Administrasi Negara, Jakarta.
- Faozan, H., 2002, *Menumbuhkan Jejaring Strategik Antar Instansi Pemerintah: Menggalang Kekuatan dan Memosisikan Diri sebagai Instansi Pemerintah Berkinerja Tinggi, dalam mencari solusi dalam pemantapan Otonomi Daerah dan Kepemerintahan yang Baik*, LAN, Jakarta.

- Faozan, H., 2011, *Menyikapi Issue Kelembagaan Kerjasama Antar Daerah di Tengah Kolaborasi Stratejik Global: Sebuah Prognosa Awal*, Jurnal, Lembaga Pengembangan Administrasi, STIA-LAN, Bandung.
- Faozan, H., & Muzani M. M., 2018. *Organisasi Pemerintahan Daerah, Pusat Kajian Otonomi Daerah*, LAN; Jakarta.
- Junaidi, 2015. *Collaborative governance dalam upaya menyelesaikan krisis listrik di Kota Tanjung Pinang*. Jurnal 2016.
- Kartasasmita, G., 2014, *Pembangunan menuju Bangsa yang maju dan Mandiri: sebuah Tinjauan mengenai berbagai Paradigma, Problematika, dan Peran Birokrasi dalam Pembangunan*. UGM, Yogyakarta.
- Thoha, M., 2015. *Revitalisasi Birokrasi dalam rangka Peningkatan Kualitas Pelayanan*, STIA-LAN; Jakarta
- Nasrulhaq, 2020. *Nilai Dasar Collaborative Governance Dalam Studi kebijakan Publik*; Jurnal Administrasi Publik, 2020, Desember, Vol 6, No.3, (e-ISSN:2620-3499/p-ISSN:2442-949X)
- O'Leary R., Van Slyke, D.M., & Kim, S. 2010. *The future of public administration around the world*. Washinton DC: Georgetown University Press.
- Pusat Kajian Kinerja Otonomi Daerah (PKKOD-LAN), 2008. *Kajian tentang Tata Hubungan Kerja antara Eksekutif dan Legislatif di Lingkungan Prov Papua Barat*, Jakarta.
- Qodri Azizy.A., 2007. *Change Management, dalam Reformasi Birokrasi*, PT Gramedia Pustaka Umum; Jakarta.
- Saleh, Ch. 2016. *Konsep, Pengertian, dan Tujuan Kolaborasi*. Modul edisi 1. UU Nomor 23 Tahun 2014 tentang Pemerintahan Daerah