

Supervision of the Regional House of Representatives (DPRD) on Regional Head Policies in the Perspective of Checks and Balances in Konawe Regency

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This study aims to analyze the implementation of the supervisory function of the Regional People's Representative Council (DPRD) on the policies of Regional Heads in the perspective of the principle of checks and balances in Konawe Regency. In the local government system based on Law Number 23 of 2014 concerning Regional Government, the DPRD has the functions of legislation, budget, and supervision as a manifestation of the power balancing mechanism at the local level. However, in practice, the effectiveness of DPRD supervision often faces various obstacles, both normative and political. This research uses normative-empirical legal research methods with a legislative approach and a conceptual approach, and is supported by field data through interviews and documentation. The results of the study show that the supervision of the DPRD in Konawe Regency has been carried out through the mechanism of working meetings, the right of interpellation, the right of inquiry, and the right to express opinions, but it is not fully optimal in realizing the balance of power. Political relations factors, limited institutional capacity, and lack of policy transparency are the main obstacles in the implementation of the supervisory function. From the perspective of checks and balances, it is necessary to strengthen the institutional capacity of the DPRD, increase public participation, and political ethics commitment to ensure the creation of accountable and democratic local governance. Thus, the supervision of the DPRD is not only formal-procedural, but also substantive in maintaining the balance of power in the regions.

Keywords: DPRD, Supervision, Regional Heads, Checks And Balances, Konawe Regency

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1. Introduction

The state of Indonesia as a democratic legal state places the principle of limitation and division of power as the foundation in the administration of government. This principle is known in constitutional theory as checks and balances, which is a mechanism of mutual supervision and balance between organs of power to prevent abuse of authority. In the context of local government, this principle is reflected in the relationship between the Regional Head and the Regional People's Representative Council (DPRD) as stipulated in Law Number 23 of 2014 concerning Regional Government.

The DPRD as a representative institution in the regions has three main functions, namely the function of forming regional regulations, the budget function, and the supervisory function. The supervisory function is an important instrument in ensuring that the policies set by the Regional Head run in accordance with laws and regulations, accountability principles, and the interests of the community. Through this function, the DPRD acts as a counterweight to executive power at the local level.

However, in the practice of implementing local government, the implementation of the supervisory function of the DPRD often faces various challenges. Political relations between the DPRD and Regional Heads, the dynamics of political party interests, limited institutional capacity, and low public participation often affect

the effectiveness of supervision. This condition has the potential to weaken the checks and balances mechanism and cause power inequality in the regions.

Konawe Regency as one of the autonomous regions in Southeast Sulawesi Province has interesting local government dynamics to be studied in this perspective. The implementation of the DPRD's supervisory function on various policies of the Regional Head, both in the fields of development, budget management, and public services, requires an in-depth analysis to assess the extent to which the principle of checks and balances has been carried out effectively.

Based on this description, this research is important to examine the implementation of the DPRD's supervisory function on the policies of Regional Heads in Konawe Regency and analyze it from the perspective of checks and balances. This study is expected to make a theoretical contribution to the development of constitutional law and state administrative law at the local level, as well as provide practical recommendations for strengthening democratic and accountable local governance.

2. Methods

This study uses a type of normative-empirical legal research (socio-legal research). The normative approach is used to examine the provisions of laws and regulations that regulate the functions and authority of the Regional People's Representative Council (DPRD) in the local government system, especially based on Law Number 23 of 2014 concerning Regional Government and other related regulations. Meanwhile, an empirical approach was used to analyze the implementation of the DPRD's supervisory function on the policies of Regional Heads in Konawe Regency.

Data collection techniques were carried out through literature studies and semi-structured interviews. The data obtained are then analyzed qualitatively by descriptive-analytical method, which is to systematically decipher the data and relate it to the theory and legal provisions that apply to answer the formulation of the research problem.

3. Results And Discussion

Implementation of the Supervisory Function of the Konawe Regency DPRD

Based on the results of the research, the supervisory function of the Konawe Regency DPRD on the policies of the Regional Head has been normatively carried out in accordance with the provisions of laws and regulations, especially Law Number 23 of 2014 concerning Regional Government. The DPRD has the authority to supervise the implementation of regional regulations (Perda), regional head regulations, as well as strategic policies related to the implementation of government and the use of the Regional Revenue and Expenditure Budget (APBD).

In practice, supervision is carried out through several mechanisms, namely: (1) working meetings and hearing meetings with regional apparatus organizations (OPD); (2) discussion of the Regional Head accountability report (LKPJ); (3) field work visits; and (4) the use of the constitutional rights of the DPRD such as the right to interpellation, the right to inquiry, and the right to express opinions.

Based on the findings of field research, the implementation of the supervisory function of the Konawe Regency DPRD is not only carried out through formal mechanisms regulated in laws and regulations, but also through informal approaches that develop in local political practices. Structurally, supervision is carried out by the DPRD's fittings, especially commissions in charge of government, development, and people's welfare. Each commission conducts sectoral supervision of the regional apparatus organizations (OPD) that are its partners.

In practice, routine supervision is carried out through periodic work meetings every quarter, discussions on the realization of the semester budget, and annual evaluation of the Regional Head Accountability Report (LKPI). At the LKPI discussion stage, the DPRD submitted strategic notes and recommendations containing corrections to the implementation of the program and suggestions for future policy improvements. These recommendations are normatively required to be followed up by local governments in the next fiscal year.

In addition to administrative supervision, the Konawe Regency DPRD also conducts direct supervision through field visits (inspections) of development projects. This field supervision is generally carried out on road infrastructure projects, the construction of educational facilities, and community empowerment programs. From the results of observations and interviews, it was found that field visits are quite effective in obtaining a factual picture of policy implementation, although it still relies on supporting data from the executive.

However, this study found that the use of the right to interpellation, the right to inquiry, and the right to express opinions had never been used optimally in the study period. The instrument tends to be seen as a political step that has major consequences for the stability of local government. Therefore, the DPRD prioritizes a dialogical and coordinated approach in resolving policy issues.

From the aspect of transparency, the implementation of the supervisory function still faces obstacles to public information disclosure. Not all policy documents and technical reports can be accessed quickly and completely by the DPRD. This condition has implications for the limitation of in-depth analysis of the substance of the policy. In addition, the limited support of experts has caused DPRD members to not be fully able to conduct technical studies on complex strategic programs.

Public participation in the supervision process has also not been institutionalized systematically. The aspirations of the community are generally conveyed through the recess mechanism, but they have not been optimally integrated into the policy supervision agenda. In fact, public involvement can strengthen the legitimacy and effectiveness of the DPRD's control function over Regional Heads.

However, in general, the implementation of the supervisory function of the Konawe Regency DPRD has been carried out within a procedural framework in accordance with legal provisions. The DPRD continues to carry out a control role over the planning, implementation, and evaluation of regional policies. However, to realize the principle of checks and balances substantively, it is necessary to strengthen institutional capacity, improve the professionalism of DPRD members, and develop a more accountable transparency and public participation system.

Thus, the results of the study show that the supervisory function of the DPRD in Konawe Regency is at the stage of "quite running", but still needs optimization so that it can really become an instrument to balance executive power at the regional level.

Supervision of Budget and Regional Development Policies

The Konawe Regency DPRD carries out the function of budget supervision starting from the discussion stage of the draft Regional Revenue and Expenditure Budget (APBD) to the evaluation of budget realization. In practice, this supervision is carried out through work meetings, hearing meetings, and consultation forums with relevant Regional Apparatus Organizations (OPD). The results of interviews with DPRD members show that quarterly work meetings are the most often used mechanism to review the suitability of budget allocation with development priorities that have been set.

In addition, the DPRD provides strategic recommendations related to changes in budget allocation, efficiency in the use of funds, and development program priorities. Most of these recommendations focus on the education, health, infrastructure, and community empowerment sectors. However, the study found

that not all recommendations were followed by a strict sanction mechanism if the Regional Head did not follow up, so supervision tended to be procedural.

In addition to the budget, the DPRD also supervises the implementation of physical development and regional strategic programs. Supervision was carried out through field visits to the project site, review of implementation documents, and summoning relevant officials for clarification. Examples of projects that are the focus of supervision include the construction of village roads, school rehabilitation, health centers, and other public facilities.

The results of field observations show that field supervision helps the DPRD obtain a factual picture of the quality and progress of the project. For example, visits to school rehabilitation projects in several sub-districts show a discrepancy between administrative reports and real conditions, such as delays in completion or non-standard quality of materials. These findings are the basis for the DPRD to provide recommendations for improvement.

Supervision of budget policies is the main focus of the Konawe Regency DPRD. In the process of discussing the APBD, the DPRD plays an active role in reviewing the budget allocation proposed by the local government. The DPRD also evaluates the suitability between planning and the realization of development programs.

From the results of the research, it was found that the DPRD has supervised a number of regional priority programs, such as the development of road infrastructure, educational facilities, and health services. Supervision is carried out by directly reviewing the project location and requesting a written report from the relevant OPD.

However, the effectiveness of supervision still faces obstacles. Several informants mentioned the limited technical capacity of DPRD members in understanding the technical aspects of development projects. In addition, reliance on data submitted by the executive often limits the independence of the DPRD's analysis.

Dynamics of Political Relations between the DPRD and Regional Heads

From the perspective of checks and balances, the relationship between the DPRD and the Regional Head should be balanced and supervise each other. However, the results of the study show that local political dynamics greatly affect the implementation of the supervisory function.

The composition of factions in the DPRD, which are partly parties supporting the Regional Head, has an impact on communication patterns and political attitudes in the supervisory forum. In some cases, criticism of executive policies tends to be delivered in a moderate and compromising manner. This shows that the supervisory function has not been fully independent.

On the other hand, relationships that are too confrontational also have the potential to hinder the running of local government. Therefore, the DPRD tends to choose a persuasive and dialogical approach in carrying out supervision. This approach is considered more effective in maintaining regional political stability, although it risks reducing the strictness of supervision.

The composition of the DPRD, which consists of several political party factions, affects the independence of supervision. In some periods, the majority of DPRD members came from parties supporting the Regional Head, so there was a tendency for supervision to be compromised. Interviews with DPRD members show that a dialogical approach is prioritized so that legislative-executive relations remain harmonious. As a result, criticism of the Regional Head's policies tends to be conveyed moderately and non-confrontationally, even though there are indications of inconsistencies in policy implementation.

The political relationship between the DPRD and the Regional Head is also influenced by the negotiation of political party coalitions at the regional level. In practice, strategic decisions, especially related to the budget and development policies, are often discussed through informal political agreements between the leadership of the DPRD and the Regional Heads. This shows that supervision is not entirely based on legal and procedural aspects, but is also influenced by local political dynamics.

These political dynamics have a direct impact on the effectiveness of supervision. On the one hand, a persuasive and compromising approach helps to maintain the stability of local governments, facilitate program implementation, and minimize conflicts. On the other hand, substantive oversight can be reduced due to the DPRD's reliance on harmonious political relations with the executive. As a result, some problematic strategic policies or development programs do not always receive adequate corrections or recommendations for improvement.

On the other hand, in the condition of the DPRD which has a majority of opposition, the study found that supervision is more firm and critical. Working meeting forums and constitutional rights such as interpellation or the right of inquiry tend to be used more often. However, this confrontational approach sometimes poses obstacles to coordination, so that some development programs experience delays or revisions.

Implementation of the Principles of Checks and Balances in Konawe Regency

The results of the study show that the principle of checks and balances in the local government of Konawe Regency has been formally implemented through the authority and supervision mechanism of the DPRD over the Regional Head. Normatively, the DPRD has the constitutional right to conduct supervision through working meetings, the right of interpellation, the right of inquiry, and the right to express opinions, as stipulated in Law Number 23 of 2014 concerning Regional Government and the MD3 Law. This mechanism aims to ensure a balanced distribution of power between the legislature and the executive.

Formally, the DPRD carries out its supervisory function well. The mechanism of routine work meetings, evaluation of the Regional Head's LKPJ, field visits, and discussion of budget and development reports are instruments of supervision that are carried out systematically. The DPRD is also active in providing recommendations for policy improvements and clarifications, so that the principle of checks and balances can be seen running at the procedural level.

Although formal mechanisms are available, the study found that the substantive implementation of the principle of checks and balances is still not optimal. Some of the obstacles that arise include:

- a. Political relations of the DPRD and Regional Heads: The dominance of the faction supporting the Regional Head in the DPRD tends to suppress the independence of supervision. The DPRD prefers a compromised approach so that legislative-executive relations remain harmonious, so that substantive oversight of strategic policies is sometimes reduced.
- b. Institutional capacity of the DPRD: The limited experts and technical experience of DPRD members affect the ability to conduct in-depth analysis of development programs and budget allocation.
- c. Transparency and access to information: Limited documents, project reports, and budget data hinder the DPRD in conducting substantive oversight.
- d. Low public participation: Public involvement in policy evaluation is still minimal, so the legitimacy of legislative oversight of the executive is less strengthened by public aspirations.

The study identified several steps needed to strengthen the principle of checks and balances in Konawe Regency, namely:

- a. Increasing the technical and institutional capacity of the DPRD through training, expert assistance, and debriefing on budget management and development evaluation.

- b. Optimizing information transparency by facilitating DPRD's access to budget documents, project realization reports, and technical development data.
- c. The proportionate use of the constitutional rights of the DPRD, including the right of interpellation and the right of inquiry, to enforce strict supervision when necessary.
- d. Increasing public participation through consultation forums, recess, and public complaint mechanisms to strengthen the legitimacy of DPRD supervision.

The principle of checks and balances in local government requires a proportionate distribution of power between the legislature and the executive. Based on the results of the research, formally the mechanism has been available through the regulation of the authority of the DPRD and Regional Heads.

However, substantively, the implementation is not fully optimal. The DPRD does have the authority to ask for information, conduct evaluations, and provide recommendations on the Regional Head LKPJ. However, these recommendations are not always accompanied by a strict sanction mechanism if they are not followed up by the executive.

In addition, public participation in the surveillance process is still relatively limited. The public has not been fully involved in policy evaluation forums. In fact, public involvement can strengthen the position of the DPRD in carrying out its supervisory function and increasing government transparency. Thus, the principle of checks and balances in Konawe Regency can be said to run at the procedural level, but it has not fully reached the substantive dimension that guarantees an effective balance of power.

Inhibiting Factors and Efforts to Strengthen Supervision

The results of the study show that the political relationship between the Konawe Regency DPRD and the Regional Head plays a significant role in the implementation of the supervisory function. This relationship is complex because it is influenced by political party factors, personal affiliations, political coalitions, and regional development interests.

a. The Influence of the Political Composition of the DPRD

The composition of the DPRD, which consists of several political party factions, affects the independence of supervision. In some periods, the majority of DPRD members came from parties supporting the Regional Head, so there was a tendency for supervision to be compromised. Interviews with DPRD members show that a dialogical approach is prioritized so that legislative-executive relations remain harmonious. As a result, criticism of the Regional Head's policies tends to be conveyed moderately and non-confrontationally, even though there are indications of inconsistencies in policy implementation.

On the other hand, in the condition of the DPRD which has a majority of opposition, the study found that supervision is more firm and critical. Working meeting forums and constitutional rights such as interpellation or the right of inquiry tend to be used more often. However, this confrontational approach sometimes poses obstacles to coordination, so that some development programs experience delays or revisions.

b. Coalition Dynamics and Political Negotiations

The political relationship between the DPRD and the Regional Head is also influenced by the negotiation of political party coalitions at the regional level. In practice, strategic decisions, especially related to the budget and development policies, are often discussed through informal political agreements between the leadership of the DPRD and the Regional Heads. This shows that supervision is not entirely based on legal and procedural aspects, but is also influenced by local political dynamics.

c. Implications for Supervision

These political dynamics have a direct impact on the effectiveness of supervision. On the one hand, a persuasive and compromising approach helps to maintain the stability of local governments, facilitate program implementation, and minimize conflicts. On the other hand, substantive oversight can be reduced due to the DPRD's reliance on harmonious political relations with the executive. As a result, some problematic strategic policies or development programs do not always receive adequate corrections or recommendations for improvement.

This study identifies several factors that hinder the implementation of the supervisory function of the Konawe Regency DPRD, including:

- a. Political factors are in the form of coalition relations between the DPRD and Regional Heads.
- b. Institutional capacity factors, including limited human resources and DPRD supporting experts.
- c. The information access factor, where data transparency from the executive has not been fully opened.
- d. The factor of public participation, which is still low in overseeing regional policies.

To overcome these obstacles, several strategic efforts are needed, namely:

- a. Increasing the capacity of DPRD members through training and assistance of experts;
- b. Strengthening information systems and budget transparency;
- c. Optimizing the use of the constitutional rights of the DPRD proportionately;
- d. Encourage public participation in the supervision process through public consultation forums.

These efforts are important to ensure that the supervisory function of the DPRD is not only administrative, but also able to ensure accountability and prevent abuse of authority by the executive.

Implications for Regional Governance

The results of the study show that the effectiveness of DPRD supervision has direct implications for the quality of local governance. Strong and independent oversight will drive transparency, efficiency, and accountability of public policies. On the other hand, weak supervision has the potential to cause policy irregularities and inefficient use of the budget.

In the context of Konawe Regency, strengthening the supervisory function of the DPRD is an urgent need to realize a democratic and responsive local government to the needs of the community. The implementation of a more substantive principle of checks and balances will create a healthy balance of power and strengthen the legitimacy of local government.

The DPRD's supervision of the budget and development policies encourages Regional Heads to act more accountably. LKPJ reports, working meetings, and field visits force local governments to explain and account for every policy and budget realization. Thus, the DPRD functions as a control mechanism that reduces the potential for abuse of authority and ensures the use of public resources in accordance with laws and regulations.

The implementation of the supervisory function also encourages transparency in the decision-making process. The DPRD demands access to information related to development programs, budget realization, and project technical reports. The availability of clear data and documents allows the DPRD to assess the effectiveness and efficiency of the policies implemented by the Regional Heads. However, the research found that the current level of transparency still needs to be improved, especially in terms of project technical data and budget supporting documents.

The DPRD that conducts regular and structured supervision can provide recommendations for improvements to development programs that are less than optimal. For example, field findings related to project delays or the quality of work that are not up to standard are responded to through written

recommendations. This has positive implications for the quality of development and ensures that strategic programs are more targeted, in accordance with the needs of the community.

Effective oversight strengthens the balance of power between the legislature and the executive at the regional level. The DPRD acts as a counterweight to the power of the Regional Head, preventing executive dominance, and ensuring that every strategic policy is monitored proportionately. However, research shows that local political dynamics, limited capacity of the DPRD, and low public participation are still obstacles to the optimal implementation of the principle of checks and balances.

4. Conclusion

Based on the results of the research on the DPRD's supervision of the Regional Head's policies from the perspective of checks and balances in Konawe Regency, it can be concluded that normatively the DPRD has carried out its supervisory function in accordance with the provisions of laws and regulations. The supervision mechanism is carried out through work meetings, hearings, evaluation of Accountability Statements (LKPJ), field visits, and the use of constitutional rights such as the right to interpellation, the right to inquiry, and the right to express opinions. The instrument shows that procedurally the principle of checks and balances is available and can be implemented at the local government level.

However, substantively, the implementation of the supervisory function has not been fully optimal in realizing the balance of power between the legislature and the executive. Local political dynamics, especially coalition relations between the DPRD and Regional Heads, affect the level of independence and strictness of supervision. In addition, the limited technical capacity of DPRD members, the lack of expert support, and the lack of maximum transparency of information from the executive are factors that hinder the effectiveness of supervision.

The principle of checks and balances in Konawe Regency has basically run within a formal-procedural framework, but has not fully reached the substantive dimension that guarantees effective and accountable control of power. Therefore, it is necessary to strengthen the institutional capacity of the DPRD, optimize the use of supervisory rights proportionately, and increase public participation in the process of supervising regional policies. With this step, the supervisory function of the DPRD is expected to be able to play a more significant role in realizing transparent, accountable, and democratic local governance.

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