

Governance Performance Assessment of the Provincial Legislative Council: A Study in South Sulawesi, Indonesia

Ansar^{1*}, Umi Farida², Meity Rahmatia³ Kurniawaty³

^{1,2,3*} Program Doktor Ilmu Manajemen Sekolah Tinggi Ilmu Ekonomi (STIE) Amkop Makassar

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Email Correspondence:

ansar@stieamkop.ac.id

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ABSTRACT

This research analyzes the performance of the South Sulawesi Regional People's Representative Council (DPRD) in carrying out its legislative, supervisory, and budgeting functions. Using a qualitative approach with triangulation, data were collected from March to June 2025 through interviews, observations, and documentation involving 20 informants. The results show improvements in legislative governance with a stronger focus on regulatory implementation and public participation. Supervision is more structured through clear indicators, regular monitoring, and follow-up actions, although data literacy and political dynamics remain challenges. Budgeting provides the highest added value in early planning and monitoring stages to ensure alignment with public needs and fiscal capacity. Overall, the DPRD's performance has become more outcome-oriented; However, professionalism, transparency and integrity still need strengthening. This study contributes a conceptual model linking institutional legitimacy, public accountability, and outcome-based performance for local legislative bodies.

INTRODUCTION

In the era of regional autonomy, regional legislative institutions, such as the South Sulawesi Provincial People's Representative Council (DPRD) (DPRD Provinsi Sulawesi Selatan), play a strategic role in three main functions: legislation, oversight, and budgeting. These functions are crucial for effective regional development, accommodating community aspirations, and ensuring public accountability. However, in practice, several studies indicate that the DPRD's performance is suboptimal.

First, regarding the legislative function, research shows that the legislative achievements of district/city DPRDs in Indonesia remain low, both in terms of the quantity and quality of regulations produced. For example, a study by Kuswandi et al. (2023) on district/city DPRDs concluded that the productivity of regional regulation-making is still suboptimal. Second, regarding the oversight function, the results of the "Open Budget Survey Indonesia 2021" survey showed a score of 61 on a scale of 100 for oversight of DPRDs and other supervisory institutions, indicating significant room for improvement. Furthermore, recent research (2025) on DPRD oversight states that although oversight mechanisms have been implemented (field visits, information requests,

hearings), their effectiveness is hampered by capacity and data factors. Third, regarding the budgeting function, various studies show that regional budget management still faces significant challenges in terms of public participation, results-based allocation, and the link between the budget and actual performance. For example, Faisal (2024) in his study "A Critical Study of Budget Participation in Indonesia" examines the dynamics of the budget struggle between the DPRD and the regional executive.

Based on these conditions, this study focuses on analyzing the performance of the South Sulawesi Provincial DPRD in carrying out these three main functions (legislation, supervision, budgeting). The research objectives include: (1) analyzing the legislative function of the DPRD; (2) evaluating the effectiveness of oversight of regional government policies; and (3) assessing the DPRD's role in the process of formulating and overseeing regional budgets. Thus, this study is expected to provide a strong empirical picture of how the DPRD, as a people's representative institution, can more optimally function as a strategic partner for regional governments and a representative of public aspirations. The legislative council plays a crucial role in the legislative process and governance. This council serves as an expert advisory body to parliament, providing opinions on draft laws to systematize, unify, and coordinate all legal entities (Costin, 2023; Ni ț ă, 2021) . This council's function is crucial to ensuring the quality of legislation, which is fundamental to a state based on the rule of law (Ni ț ă, 2021) . At the regional level, the DPRD is involved in the formation of regional regulations and carries out its oversight function. (Yusuf et al., 2022) . Legislative bodies such as the Regional Representative Council (DPD) and the People's Representative Council (DPR) sometimes face challenges in carrying out their legislative functions due to institutional and constitutional limitations , these constraints include inadequate support systems, ineffective legislation, and constitutional provisions that may weaken their legislative authority. (Gunawan et al., 2023) .

Other research reveals that the performance of legislative institutions such as the DPR faces various challenges in optimizing its role , Key challenges include corruption, lack of accountability, and political complexity that can hamper the primary functions of the legislature (Rasji et al., 2024) . Low legislative productivity is often caused by an extreme multiparty system, a greater focus on executive oversight than on lawmaking, and poor time management by members (Riswanto, 2016) . In addition, regional parliaments tend to prioritize executive interests over public needs in their legislative and budgeting functions, and underutilize oversight tools such as the right of interpellation and the use of questionnaires (Aisyah, 2009) .

The diverse educational and professional backgrounds of DPR members also pose a challenge to their oversight effectiveness. This diversity requires a longer adaptation period before they can optimally perform their oversight function (Respationo et al., 2023) . Many legislators lack a deep understanding of governance and public policy, resulting in decision-making often lacking sufficient data and analysis. This can weaken the legislative and oversight functions, which should be the DPR's primary role in maintaining the balance of power within the government.

The South Sulawesi Provincial Regional People's Representative Council (DPRD) is a legislative body that plays a central role in the regional government

system. This institution is tasked with drafting and ratifying regional regulations that serve as the legal basis for governance and regional development. Furthermore, the DPRD plays a role in overseeing the implementation of regional government policies and budget allocation, ensuring that every program is implemented transparently and accountably. Through consultation and coordination mechanisms, the DPRD also accommodates community aspirations, ensuring that the people's voices are properly represented in the decision-making process.

The organizational structure of the South Sulawesi Provincial DPRD consists of 85 members elected through general elections every five years. The DPRD is led by one Speaker and four Deputy Speakers, drawn from major political parties based on vote count and number of seats. This internal structure is complemented by a division of labor into five commissions, each with a distinct focus, such as governance, economics, finance, development, and public welfare. The formation of these commissions aims to delve into specific issues and expedite the legislative and oversight processes.

In addition to the leadership structure and commissions, the Regional People's Representative Council (DPRD) Secretariat serves as a support system for daily operations. This secretariat manages administration, finances, and internal coordination, thus supporting the efficient implementation of DPRD duties. With open public facilities and services, the public can easily access information on DPRD activities, express their concerns, and provide input that is then considered in regional policymaking.

Historically, the structure and composition of the South Sulawesi Provincial DPRD have undergone various adjustments in line with political dynamics and population growth. These adjustments are reflected in the increase in the number of members, the addition of a deputy chairperson, and the formation of more detailed commissions, enabling the organizational structure to accommodate increasingly complex oversight and legislative needs. Thus, the South Sulawesi Provincial DPRD functions not only as a legislative body but also as the vanguard in ensuring that regional government runs smoothly, transparently, and consistently prioritizes the welfare of the community. Through an organized structure focused on three main functions, legislation, supervision, and budgeting .

However, a preliminary observation result of researchers in the field shows that there is an interesting phenomenon that has been observed and is hampering the optimization of the performance of the South Sulawesi Provincial DPRD as follows:

- a. dominance in the legislative process. Although the Regional People's Representative Council (DPRD) should have a primary role in drafting and enacting Regional Regulations (Perda), in reality, most legislative initiatives come from local governments. This results in limited space for DPRD members to voice their legislative ideas and aspirations, thus limiting the DPRD's role in creating independent and representative regulations. Because most legislative initiatives originate from local governments, DPRD members tend to be recipients of pre-formatted information, thus limiting their space to develop innovative and independent legislative ideas. As a result, the process

of deliberating Regional Regulations does not fully reflect the aspirations of the community and appears to be a mere formality, which indirectly reduces the effectiveness of DPRD members' role in formulating quality policies.

- b. Lack of accountability in the oversight function. The Regional People's Representative Council (DPRD) has the authority to oversee the implementation of policies and the management of regional government budgets, but this oversight is often suboptimal. Affiliations and political interests exist between DPRD members and regional heads, resulting in a lack of courage in taking decisive action against irregularities and alleged corruption. This reduces the level of accountability and transparency in financial management and the implementation of regional government work programs. The lack of accountability in the oversight function also weakens the performance of council members. Political affiliations between DPRD members and regional heads create a situation where oversight actions are often carried out with a weak or symbolic approach. Without firm oversight, irregularities in budget management and work program implementation are not optimally addressed, resulting in members' performance in carrying out their oversight duties being limited and having little impact on improving government policy.
- c. The lack of professionalism and leadership among some members of the Regional People's Representative Council (DPRD) has triggered structural problems within the legislative body. Some members lack the background or capacity to effectively carry out their legislative and oversight functions. This has a direct impact on the low quality of the resulting regulations and policies, as well as weakened control over executive actions. This lack of competence can exacerbate the situation, where executive dominance and limited oversight have eroded the DPRD's role as a representative of the people. The lack of professionalism and leadership among some DPRD members further exacerbates the situation. Council members who lack the adequate background or capacity to analyze problems in depth simply follow executive directives without providing critical input. This situation results in low-quality policy production and weak control over executive performance, thus compromising the overall effectiveness of the DPRD as a representative of the people.

The conditions of executive dominance, minimal accountability, and a lack of professionalism within the Regional People's Representative Council (DPRD) directly contribute to ongoing weaknesses. For example, low legislative productivity is evident in the frequently unmet targets for regional regulation formation. This is due to the DPRD's reliance on executive initiatives, resulting in most of the resulting regulations being less relevant to public needs, as council members lack the space or capacity to independently propose and develop legislative ideas.

Furthermore, suboptimal oversight is a result of the weak oversight mechanisms implemented by the Regional People's Representative Council (DPRD). Many problematic government projects, such as stalled infrastructure development or budget misuse, fail to receive a firm response from the council. This weakness is

largely driven by political interference and conflicts of interest, with many DPRD members having close ties to regional heads. These relationships obscure the oversight function, rendering corrective action that should have been taken blunt and ineffective.

conditions are interrelated and reflect the suboptimal performance of DPRD members . Executive dominance reduces members' initiative and creativity in formulating regulations that align with public aspirations, while conflicts of interest and political intervention limit their critical role in overseeing the implementation of government policies. Consequently, weaknesses in legislative productivity and oversight not only reflect the DPRD's internal incompetence but also impact the overall quality of regional governance.

Existing regulations, such as Law Number 23 of 2014 concerning Regional Government and Law Number 17 of 2014 concerning the MPR, DPR, DPD, and DPRD (MD3), provide a strong legal basis for the DPRD in carrying out its functions. namely legislation, oversight, and budgeting. Law Number 23/2014 establishes the DPRD's authority to draft regional regulations related to development and governance needs, while Law Number 17/2014 affirms the DPRD's role as an independent legislative body within the regional government system.

There is a glaring contradiction between regulatory provisions and the reality on the ground. Although regulations grant the Regional People's Representative Council (DPRD) full authority in the legislative process, the majority of draft regional regulations passed are still dominated by executive initiatives. This demonstrates that, in practice, DPRD members are often cornered by the political power of the executive, resulting in their role in formulating policy being suboptimal and not fully reflecting public aspirations. On the other hand, the DPRD's supposedly independent oversight function also faces challenges. Although the DPRD has a mandate to oversee the implementation of executive policies , including budget allocation and work program implementation , many cases of budget irregularities and misuse remain unaddressed. This situation is often fueled by political interference and conflicts of interest, with DPRD members having close ties with regional heads. This situation undermines the DPRD's ability to effectively carry out its oversight duties.

Empirical Gap . Empirically, the performance of the Regional People's Representative Council (DPRD) of South Sulawesi Province remains far from optimal. Observations indicate executive dominance in the legislative process, resulting in low initiative from DPRD members in drafting Regional Regulations (Perda). As a result, most of the resulting regulations reflect the interests of the regional government rather than the aspirations of the community. Furthermore, the oversight function , which should be a crucial instrument in ensuring transparency and accountability in government, often fails to function effectively. This is due to political affiliations between DPRD members and regional heads, which create conflicts of interest and hinder the council's courage to follow up on policy irregularities and allegations of corruption. Furthermore , the lack of professionalism and capacity among DPRD members exacerbates this situation. Some members lack the educational background and technical skills to thoroughly understand and

oversee public policy. Consequently, the quality of legislation declines, the effectiveness of the oversight function weakens, and the DPRD's role as a representative of the people is suboptimal. This phenomenon creates a clear gap between the DPRD's ideal role as an independent regional legislative body and the empirical reality, which demonstrates a high dependence on executive power and weak institutional accountability .

Research methods

According to Guba & Lincoln (1994), a research paradigm is a set of beliefs that determine how researchers understand reality (ontology), their relationship with their subjects (epistemology), and their research methods (methodology). This research uses a **post-positivist/interpretive paradigm** that aligns with a **qualitative approach** .

This paradigm views social reality as **diverse and constructed** through interactions between researchers and research subjects. Therefore, this study seeks to explore **the meanings, experiences, and perceptions of** DPRD members in carrying out their legislative, oversight, and budgeting functions. Triangulation was used to increase **the validity** of the findings.

The research was conducted at **the South Sulawesi Provincial DPRD Office** during **March–June 2025** , including the stages of interviews, observation, document collection, and data analysis.

This research focuses on **the performance of the South Sulawesi Provincial DPRD** , including:

1. **Legislative Effectiveness**
The quality of legal products, suitability to public needs, discussion process, and implementation of Regional Regulations.
2. **Accountability of Supervision**
Independence, transparency, and the impact of supervision on local government governance.
3. **Leadership & Professionalism of DPRD Members**
Political competence, experience, communication, and ability to formulate policies.

Research using:

- **Primary data:** interviews with members and leadership elements of the DPRD.
- **Secondary data:** official DPRD documents, regional regulations, meeting minutes, scientific journals, performance reports, and media publications.

The technique for determining informants used **purposive sampling** with a total of **20 informants** , consisting of:

Category	Amount	Information
Key informants	2	Chairman of the DPRD & Governor
Key informant	14	Leadership elements and supporting apparatus of the DPRD
Supporting informants	4	Relevant expert staff/policy activists
Total	20	

1. **Interview** (open, face to face)
2. **Observation** (directly on the activities of DPRD members)
3. **Documentation** (analysis of official documents and related literature)

4.7 Data Analysis Techniques

Analysis using **the Miles, Huberman & Saldaña (2018) Interactive Model** :

1. **Data condensation** → filtering and summarizing important data
2. **Data presentation** → narrative and tables to facilitate understanding
3. **Conclusion drawing** → valid and meaningful final findings

RESEARCH RESULTS AND DISCUSSION

The South Sulawesi Provincial DPRD (Regional People's Representative Council) is a legislative body that carries out its democratic mandate through three primary functions: legislation, budgeting, and oversight. With 85 members from 11 electoral districts, the South Sulawesi DPRD occupies a strategic position representing community interests in regional development. The balanced political composition of the 2024–2029 period, with its inter-party balance, makes policy discussions more competitive and controlled, thus ensuring a more high-quality legal product.

The organizational structure of the South Sulawesi Regional People's Representative Council (DPRD), which includes the council leadership, factions, and supporting bodies such as the Budget Committee (Banggar), the Regional People's Consultative Body (Bamus), the Regional Regulation Development Planning Agency (Bapemperda), and Commissions A–E, serves as a technical instrument to ensure the effectiveness of the DPRD's three functions. Each commission has its own area of responsibility, ensuring that deliberations focus on sectoral issues such as governance, economics, finance, development, and public welfare. This integration

of commission functions strengthens the institution's ability to draft regional regulations that are contextualized to community needs.

In its legislative function, the Regional People's Representative Council (DPRD) works with the provincial government to create Regional Regulations through formal mechanisms stipulated in legislation. The regulatory drafting process, from planning to promulgation, must be based on sound academic writing and comply with the principles of legislative regulation formation, including accommodating meaningful public participation. Thus, the enacted Regional Regulations are not only normatively valid but also scientifically grounded and responsive to public needs.

In terms of budgeting, the DPRD's role is exercised through discussions on the KUA-PPAS (Regional Budget and Budget Implementation Plan) and the establishment of the APBD (Regional Budget). This position provides oversight over the direction of regional development priorities, ensuring that public funds are used effectively and appropriately, in accordance with the provincial government's strategic planning documents. This function also serves as a tool to oversee executive policies to ensure they do not deviate from the planned and regulatory framework.

The DPRD's oversight function is realized through monitoring the implementation of regional regulations and APBD-based development programs. DPRD members conduct direct field inspections to ensure the effectiveness of budget absorption and the benefits of policies perceived by the public. Through this mechanism, the DPRD can provide corrective recommendations if implementation irregularities are identified.

However, research results indicate that several challenges remain in optimizing legislative and oversight functions. Frequent obstacles include limited technical human resources, executive dominance in implementation, and minimal policy alignment from the formulation stage. Disharmony between institutions often impacts the effectiveness of regional regulation implementation, thus preventing the desired impact from the public.

In interviews with key informants, the Regional People's Representative Council (DPRD) emphasized the need to improve the quality of academic papers and ensure public participation in the legislative process as a bulwark against regulatory quality. The DPRD implemented a **quality gate** that checks legal drafting, issue urgency, implementation readiness, and the policy's impact on the public, including MSMEs and vulnerable groups. This evidence-based approach helps mitigate the risk of regulations being difficult to implement in practice.

From an executive perspective, implementing regional regulations requires strategic prerequisites such as a clear map of regional government agencies' (OPD) authority, the readiness of derivative legal instruments, budgetary support, information technology infrastructure, and realistic oversight and sanction mechanisms. Therefore, the executive is pushing for **review clauses** in regional regulations to

facilitate adaptive evaluation when implementation gaps occur, allowing for continuous policy improvement.

Within the framework of policy evaluation, the Regional People's Representative Council (DPRD) conducts **post-legislative scrutiny**, or post-enactment oversight, to ensure the regulatory impact aligns with its original objectives. If obstacles are identified, gradual corrections are implemented, ranging from adjusting standard operating procedures (SOPs) to amending regional regulations. Thus, the policy cycle is a continuous learning process, with improvements based on field evidence and public input.

Overall, the research findings indicate that the success of regional legislation is largely determined by balanced collaboration between the Regional People's Representative Council (DPRD) and the executive branch, readiness for implementation from the outset, and ongoing data-driven oversight. The South Sulawesi DPRD plays a key role in ensuring that the resulting regional regulations are not merely administrative products but instruments of real change that improve the welfare of the people of South Sulawesi.

CONCLUSION

The South Sulawesi Regional People's Representative Council (DPRD) has demonstrated improved legislative performance by transforming from merely producing regional regulations to ensuring each regulation is truly ready for implementation. The selection of legislative topics follows the direction of regional development and is calculated from the outset regarding their impact and budgetary requirements. The legislative process is strengthened through concrete public engagement, both through in-person meetings and digital channels, with evidence that public input significantly influences the wording of articles. The DPRD also plays a role as a quality control officer by checking the completeness of academic drafts, compliance with drafting techniques, and implementation readiness, such as the availability of human resources, budgets, derivative regulations, and technology-based service systems. Furthermore, efforts are made to keep the compliance burden proportional for business actors. These efforts ensure that legislative products are not only formally valid but also easier to implement and provide tangible benefits to the community.

In its budgeting and oversight functions, the South Sulawesi Regional People's Representative Council (DPRD) plays a role from initial planning to the final evaluation of APBD implementation. At the upstream stage, budget preparation through the KUA-PPAS and Banggar provides a strategic space for aligning development priorities and regional fiscal capacity. In implementation, data-based oversight is conducted through commission meetings, quarterly monitoring, and field visits, including follow-up on BPK recommendations to close gaps in irregularities. Regional regulation evaluations are conducted periodically within a post-legislative scrutiny framework with a clear follow-up matrix: if there are

findings, there is a responsible party, and there is a deadline for completion. Although still facing obstacles such as unequal data analysis capacity and political dynamics between factions, the direction of improvement is correct, namely ensuring that the APBD and Perda produce benefits that can be felt by residents, not simply meet administrative targets.

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