Jurnal Hukum Replik

P-ISSN: 2337-9251 E-ISSN: 2597-9094 Vol. 9 No. 1 Submit:03/03/2021 Revised: 18/03/2021 Publish

Published: 30/03/2021

IMPLEMENTATION OF THE SUPERVISION FUNCTION OF THE REGIONAL PEOPLE'S REPRESENTATIVE COUNCIL OF REGIONAL REGULATIONS IN SURABAYA CITY

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ABSTRACT

The Regional People's Representative Council (DPRD) as an element in administering the Regional Government which is positioned as an equal partner with the Regional Government has the main function of controlling the running of the Regional Government to realize good governance. So that the DPRD's oversight function of the implementation of Regional Regulations which is the main activity of DPRD in controlling the running of Regional Government will be the focus of research. The problem in this paper is knowing and analyzing the form of DPRD supervision on the implementation of Regional Regulations in the City of Surabaya and the follow-up of the supervisory function on the implementation of Regional Regulations in the City of Surabaya. In addition, it also analyzes the obstacles faced in carrying out this supervisory function. The method used is a sociological juridical approach, which is a study of the real situation of the community or the real situation in the field with the intent and purpose of finding facts. The results showed that the form of DPRD supervision of the implementation of Regional Regulations in the City of Surabaya was carried out through DPRD organs by means of preventive supervision and also repressive supervision. Furthermore, follow-up supervision is carried out by providing recommendations to the Regional Government to provide suggestions and to make improvements. The obstacles faced by the DPRD in carrying out its supervisory function are internal and external factors. Finally, carrying out the supervisory function of the Surabaya City DPRD has not been carried out optimally so that the implementation of the supervisory function needs regulations that regulate and also regulations related to the formal education standards for the recruitment of DPRD members.

Keywords: Implementation, Control Function of Regional People's RepresentativeAssembly, Regional Regulation

INTRODUCTION

The Republic of Indonesia as a unitary state adheres to the principle of decentralization in the framework of administering governance, by providing opportunities and flexibility for regions to carry out regional autonomy.(Sulardi & Esfandiari, 2020). Therefore, Article 18 of the 1945 Constitution, among other things states that the Unitary State of the Republic of Indonesia is divided into provincial areas and provincial areas are divided into districts and regional governments that prioritize the implementation of the principle of decentralization (Nawawi, 2015). The decentralization policy is aimed at realizing regional independence. Law Number 23 of 2014 concerning Regional Government, Article 1 paragraph (6) states that "Regional autonomy is the right, authority, and obligation of an autonomous region to regulate and manage government affairs and the

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P-ISSN: 2337-9251 E-ISSN: 2597-9094 Vol. 9 No. 1 Submit:03/03/2021 Revised: 18/03/2021 Published: 30/03/2021

interests of local communities in the system of the Unitary State of the Republic of Indonesia"(Ningsi, 2017)

In the context of administering Regional Government affairs, it is carried out by the Regional Government and the Regional People's Representative Council (DPRD) which is based on Article 1 point 2 of Law No. 23/2014 on Regional Government, so that the position of DPRD as an element of Regional Government administrators places DPRD as an institution that is equal to the Regional Government (Esfandiari & Hidayah, 2021). In such an equal position (Purwoyuwono, 2017), the DPRD together with the Regional Head carries out the functions of the Regional Government which include all matters according to the principle of autonomy and co-administration (Asmawi, 2014). Accountability of the Regional Government to the people (Rahmanurrasjid, 2008).Whereas DPRD is a regional people's representative institution and has a position as an element of the administration of the Regional Government. Law No. 23/2014 on Regional Government, 2014) This is necessary to realize good government, which is balanced with an effective and efficient through a check and balance mechanism.(Fauzi, 2014)

DPRD is formed in general (Somad, 2011), this representative council is referred to as an institution that exercises legislative power, therefore it is usually called the Legislative Body in the regions (Pirmansyah, 2014). However, it should be noted that the legislative function in the regions is not fully in the hands of the DPRD as the DPR-RI functions about the President. The authority to stipulate Regional Regulations remains in the hands of the Regent / Mayor with the approval of the DPRD as stipulated in the 1945 Constitution before being amended. Thus, it can be said that the Regent / Mayor remains the holder of executive and legislative power, although the implementation of this legislative function must be carried out with the approval of the DPRD, which is the controlling body for government power in the regions.(Asshiddiqie, 2018) Therefore, in fact, DPRD functions more as a controlling body against the power of local government rather than as a legislative body in the true sense.

Optimization of supervision over the implementation of regional government in addition to realizing the ideals of regional autonomy in improving the welfare of the community, also to prevent irregularities and abuse of authority. Lord Acton stated that humans who have power tend to abuse that power, but humans who have unlimited power will certainly abuse it (power tends to be corrupt, but absolute power is corrupt absolutely). In terms of constitutional law science, the abuse of power by the government is called onrechtmatige over heidsdaad.(Aminudin, 2015)

DPRD has a supervisory function which is manifested in the form of oversight of the implementation of regional regulations as in Article 153 paragraph (1) letter an of Law no. 23/2014 on Regional Government which emphasizes that the supervisory function is manifested in the form of overseeing the implementation of Perda. Besides, it is also emphasized in Article 21 paragraph (1) letter an of Government Regulation no. 12 of 2018 concerning the Guidelines for the Procedure for Provincial, Regency and City DPRDs

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which reads "supervisory function manifested in the form of supervision of the implementation of Regional Regulations and Regional Head Regulations ".

In Article 21 paragraph (2) of the Regulation Government No. 12 of 2018 concerning Guidelines for Procedures for Provincial, Regency and City DPRDs has been explained regarding the implementation of supervision of the implementation of Regional Regulations by DPRD which reads "Supervision, as referred to in paragraph (1), can be implemented as referred to in paragraph (1) can be carried out through: a) commission work meetings with local governments; (b) work visit activities; (c) public hearings meetings; and (d) public complaints. This supervision is carried out by Bapemperda through evaluating the effectiveness of the implementation of the Perda as contained in Article 21 paragraph (3) of the Regulation. Government No. 12 of 2018 concerning Guidelines for Procedures for Provincial, Regency, and City DPRDs. That way we can see the table of Supervision of the Surabaya City DPRD from 2014–2019 by carrying out the DPRD functions through legal review activities as follows:

Table 1.

Department Time	Object being watched
Year 2014	a. Perda Surabaya City No. 07 of 2008 concerning the Implementation of Transportation of People on the Road b. Perda Surabaya City No. 08 of 2008 concerning Regional Equipment Organizations
Year 2015	 Perda Surabaya City No. 8 of 2014 concerning the Arrangement of Supermarkets in the City of Surabaya Perda Surabaya City No. 16 of 2012 concerning the Implementation of Education Perda Surabaya City No. 15 of 2003 concerning Guidelines for the Establishment of Village Community Empowerment Institutions, Rukun Warga and Rukun Tetangga Perda Surabaya City No. 4 of 2014 concerning the Implementation of Public Services Perda Surabaya City No. 10 of 2010 concerning Land and Urban Building Tax

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Year 2016	 Perda Surabaya City 2012 on Personnel Perda Surabaya City No. 6 of 2008 concerning the Solar Market Regional Company Perda Surabaya City No. 9 of 2008 concerning Health Services at the Regional General Hospital Dr. M. Soewandhi Perda Surabaya City No. 2 of 2009 concerning Regional Drinking Water Companies Perda Surabaya City No. 10 of 2009 concerning Amendments to Perda No. 8 of 2006 concerning the Implementation of Advertising and Advertisement Tax
Year 2017	 Perda Surabaya City No. 8 of 2004 concerning the Protocol and Financial Position of the Leadership and Members of the DPRD Perda Surabaya City No. 12 of 2006 concerning Traffic Impact Analysis on the Road Perda Surabaya City No. 03 of 2007 concerning RTRW for the City of Surabaya Perda Surabaya City No. 01 of 2009 concerning the Implementation of Parking and Parking Charges Perda Surabaya City No. 07 of 2010 concerning the Delivery of Infrastructure, Facilities and Utilities in Industrial, Trade, Housing and Settlement Areas Perda Surabaya City No. 08 of 2011 concerning Construction Service Business Permits Perda Surabaya City No. 10 of 2012 concerning Retribution for Garbage / Cleaning Services Perda Surabaya City No. 02 of 2010 concerning the Use of Flats Perda Surabaya City No. 02 of 2014 concerning the Implementation of Public Order and Public Peace Perda Surabaya City No. 05/2014 concerning Waste Management and Cleanliness in the City of Surabaya
Year 2018	 Perda Surabaya City No. 10 of 2010 concerning Land and Urban Building Tax Perda Surabaya City No. 8 of 2014 concerning the Arrangement of Supermarkets in the City of Surabaya Perda Surabaya City No. 01 of 2010 concerning Business Conduct in the Trade and Industry Sector
Year 2019	There are no monitoring activities

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Of course, the implementation of this supervision must be followed up, namely through monitoring and monitoring activities quarterly to provide feedback to local governments. For this reason, we must know the implementation of supervision carried out by the Surabaya City DPRD in 5 (five) years or 1 (one) term of office in 2014-2019 can be said to be effective or whether there is a need for an improvement in its application in the field. If we look at the extent of the implementation of the supervisory function and also the explanation above, it does not rule out that the implementation of the supervisory function has not shown the performance of the Surabaya City DPRD as expected. By considering several aspects above, this research focuses on three problem formulations, namely, first what is the form of DPRD supervision on the implementation of Regional Regulations in Surabaya City, Second, what is the follow-up of DPRD supervision on the implementation of Regional Regulations in Surabaya City, and third, what are the obstacles for the DPRD in carrying out its supervisory function on the implementation of Regional Regulations.

METHODOLOGY

The research method used by the author in this study is the sociological juridical method, where research is carried out by reviewing the problem under study from a sociological juridical perspective, meaning that a study of the real situation of society or the community environment with the intent and purpose of finding facts, which then leads to the identification and ultimately leading to problem-solving.

RESULT AND DISCUSSION

A. Forms of DPRD Oversight of the Implementation of Regional Regulations in the **City of Surabaya**

Based on a theoretical study that has been carried out about Article 149 of Law No. 23 of 2014 concerning Regional Government, that one of the functions of DPRD is supervision. (Asshiddiqie, 2005). It is further related to the supervisory function which is manifested in the form of supervision of the implementation of Regional Regulations (Santoso, 2011), based on Article 21 Paragraph (2) of Government Regulation No. 12 of 2018 concerning Compilation Guidelines The Regulations for the Provincial, Regency, and City Regional People's Representative Council confirms that such supervision can be carried out through Government Regulation No.12 of 2018 concerning Guidelines for the Compilation of Council Rules, separately into Commission work meetings with local governments; Work visit activities; General hearing meetings; and Public complaints. Before carrying out supervision, several steps need to be prepared, including determine the monitoring agenda; Determine the Supervision methodology; Establishing networks / related agencies and strategic analysis; Implementation of supervision; Prepare reports; Follow up supervision;

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Assess local government performance in LKPJ it based on Legislation of the City of Surabaya DPRD year 2019).

To clarify the form of supervision by the Surabaya City DPRD on the implementation of the following Perda, each commission will describe as follows:

1) Commission A on Government Affairs

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One form of implementation of supervision of Perda by commission A is in the form of recess and it is an effective way of doing this because at the time of recess the Surabaya City DPRD can accommodate the aspirations of the community which are then formulated in the Surabaya City Regional Budget Raperda. This is as stated by Mr. Arif Fathoni as a member of Commission A : "One form of supervision is through recess. Recess is effective in accommodating people's aspirations to be formulated in the Raperda APBD ". If the recess is carried out based on the rights possessed by the DPRD, namely the right to an inquiry as contained in Article 159 of Law No. 23 of 2014 concerning Government Region.) Where the right to an inquiry is used to carry out investigations into Regional Govern. (Law No. 23/2014 on Regional Government, 2014) ment policies that have a broad impact on people's lives that are allegedly contrary to the provisions of laws and regulations. The results of these recess activities are then accommodated by members of the board and reported to the leaders who will be delivered at the plenary meeting for a response and follow-up.

2) Commission B for the Economy and Finance

The monitoring process in Commision B is by going directly to the location where there is a problem with the supermarket's permit, then holding a public hearing or what is commonly called a hearing in which one agency and the related agency are summoned to give recommendations or warnings to find a middle way. For example, Commission B calls on Satpol PP and the Surabaya Trade Office regarding controlling the supermarket business license. The existence of violations related to the establishment of supermarkets around traditional markets has resulted in a weakening of the economic sector for the middle to lower class citizens around and has also violated the Surabaya City Regulation No. 8 of 2014 concerning the Arrangement of Supermarkets in the City of Surabaya. "Supervision is done by going directly to locations such as supermarkets with problems related to their licensing, then we will hold hearings at related service units, namely the Trade Service and Satpol PP. The establishment of these supermarkets is a violation in which supermarkets are set up around traditional markets, this violates the Perda Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya City No. 8 of 2014 concerning Arrangement of Supermarkets in the City of Surabaya "(Interview with Mahfudz. Member of Commission B of the Surabaya City DPRD on August 13, 2020)

3) Commission C for Development

Commission C has held a hearing or hearing between the Public Works Office of Bina Marga and the owner of the Gunawangsa Apartment regarding the project to change the function of the channel into a road belonging to the Gunawangsa Apartment Jl. Asem Bagus Tembok. After conducting a hearing, Commission C conducted a sudden inspection (sidak) of the project site. The presence of the apartment is suspected of having a violation

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related to the construction of public road access the Public Works Office of Bina Marga has not issued any permits. "Commission C in terms of supervision has coordinated with related agencies including the Public Works Department of Highways, the Office of Buildings, the Department of Environment, and the Department of Transportation. As for the activities of Commission C in carrying out supervision, as recently held a hearing with the Public Works Office of Bina Marga and the owner of the Gunawangsa Apartment regarding the project of changing the function of the channel to the road belonging to the Gunawangsa Apartment. After carrying out the next coordination, Commission C also carried out a sudden inspection or inspection of the location. "(Interview with Agoeng Prasodjo. Member of Commission C DPRD City of Surabaya. On August 13, 2020.) Supervision of the development project in connection with the implementation of Perda Surabaya City No. 07 of 2010 concerning the Implementation of Public Order and Public Peace. Supervision related to the construction project is essential for the administration of public order because the construction of the apartment is suspected of having violated the construction permit and also damaged public facilities. Supervision through the inspection is direct supervision by observing, researching, checking, checking itself on the spot in the field.

4) Commission D for People's Welfare

The form of supervision is as explained by Commission D member Mr. Akmarawita Kadir was said: "Supervision of Commission D before the draft regulation is made by forming a special committee for approximately 6 months, review by a team of experts and institutions, can be extended, and submitted to the regional head of the Governor"(Interview with Akmarawita Kadir. Member of Commission D DPRD Surabaya City. 23 August 2020.) In theory regarding the forms of supervision of the implementation of the Perda that the author has described, namely passively related to how violations of a legal product and actively involved in following up or recommendations on the results of commission supervision by holding meetings. The Surabaya City DPRD has carried out various activities as described in the elaboration of each commission above. Passively, this has been done by Commission B regarding the alleged violation of Perda Surabaya City No. 8 of 2014 concerning the Arrangement of Supermarkets in the City of Surabaya on public complaints. So in this case, Commission B conducts a hearing or a hearing meeting between related service units and the owner of the supermarket. Furthermore, at Commission C there were allegations of violations of the Surabaya City Regulation No. 07 of 2010 concerning the Implementation of Public Order and Public Peace. This form of supervision is an act of repressive supervision, namely supervision of implementation related to legal products to stop violations, with the hope of returning to its original state. Furthermore, regarding the form of active supervision, in this case, Commission B and Commission C have implemented it. As described above, Commission B and Commission C has held hearings to follow up reports from the public and related information. Besides, the recess activity carried out by Commission A is one form of active supervision. Recess activities are a period of rest for the assembly of people's representative institutions, but recess activities

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in these institutions are more interpreted as activities to collect people's aspirations by the DPRD which are carried out outside the building, or by going down to each electoral area for elected DPRD members.¹⁷ This is in line with Article 149 Paragraph (3) of Law 23/2014 which reads "To carry out the functions referred to in paragraph (1), DPRD captures the aspirations of the people" Law No. 23/2014 on Regional Government, 2014). To capture people's aspirations, there are ways that DPRD often does, one of which is by conducting recess activities. so that in this case the recess activity is repressive supervision, namely by public complaints against the implementation of legal products.

B. Follow up of DPRD Supervision of the Implementation of Regional Regulations in the City of Surabaya

Supervision is making efforts so that what is planned is as expected so that supervision is needed as security for planning with the aim that the planned activities can run with maximum results. As we know in realizing good governance, the importance of a supervisory function that is owned by the DPRD. Based on this, if supervision indicates irregularities, it is necessary to follow up on the supervision. Supervision is meant by using the formula:

- 1. Follow-up in the completion process: the results of the supervision are then followed up by the related unit on the recommendation of the implementation of supervision.
- 2. Has not been followed up: Implementation is not followed up if the recommendation has not been followed up.

The follow-up monitoring of the Surabaya City DPRD on Regional Regulations will be described as follows based on the commissions as follows:

1) Commission A on Government Affairs

In this case Commission A did not follow up on the regional regulations so that the local regulations were delayed. The first was the Perda on Limited Cigarette Areas. This regional regulation is not implemented because it is difficult to determine a limited friend of cigarettes and the level of public awareness is lacking. As a result, this regulation cannot be implemented. Second, the Perda regarding the Certificate of Appropriate Functioning and enforcement is not maximal because of the many buildings in Surabaya that were established before the existence of the Perda. This is based on the explanation of Mr. Arif as a member of Commission A: "The regional regulation which is hampered by the implementation of limited areas of cigarettes cannot be implemented because the area does not yet exist and the level of public awareness is lacking. Meanwhile, the proper function certificate lacks maximum enforcement and many buildings were built before the Perda "(Interview with Arif Fathoni. Member of Commission A DPRD City of Surabaya. August 13, 2020.)

2) Commission B for the Economy and Finance

In Commission B itself, the follow-up form of monitoring the Perda is to evaluate the Market and Self-Service Perda. In this assessment, there are four components of the

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assessment, including the following : a) Form of Licensing b) Appropriate or inappropriate c) Violation d) Follow-up for violations. This is based on Pak Mahfudz's explanation: "The Market and Self-Service Perda in the form of follow-up is to assess whether permits can be repaired or not, appropriate or not by winning the related service and the trade service, violations can be corrected and cannot be corrected, follow-up violations in the form of warnings, sealing, a certain time, closed"(Interview with Mahfudz. Member of Commission B DPRD City of Surabaya. August 13, 2020.)

3) Commission C for Development

In the follow-up process, Commission C shared two forms of development, namely development by the Government and development by the private sector.

a. Development by the Government

Every development carried out by the Government will be assembled by a team from the relevant agencies. This means that development carried out by the government based on the government's programs will coordinate and cooperation with related development agencies will then form their team.

b. Private Development

In the follow-up process, supervision often involves stopping development if the development permit has not been completed and there is a dispute with the community.

This is based on Pak Agoeng Prasodjo's explanation:

"The follow-up to the process of supervising the Perda by Commission C because commission C is related to development is development carried out by the government with related agencies and teams, as well as from the private sector dismissal because the permit has not been completed and is in conflict with the community" (Interview with Agoeng Prasodjo. Member of Commission C DPRD City of Surabaya. August 13, 2020.)

4) Commission D for People's Welfare

In commission D, the follow-up form of the Perda especially related to the Perda on People's Welfare is the following stages:

- a. Recitation to the Social Service with experts and academics;
- b. The assessment is approximately 60 days must be completed and can be extended;
- c. Carry out a comparative study;
- d. Supervise;
- e. Warning to related agencies that do not implement it;
- f. Execution carried out by related agencies.

This is based on Pak Akmarawita Kadir's explanation as a member of Commission D: "implementation by conducting an assessment of approximately 60 days, then a comparative study, supervision, warning, and execution"(Interview with Akmarawita Kadir. Member of Commission D DPRD Surabaya City. August 13, 2020). In connection with the supervision that is carried out on the implementation of the Perda, basically, the DPRD can carry out supervision well and is relatively strong. Supervision is carried out based on indications that

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a regional regulation is ineffective so that the DPRD can summon the regional government, usually by inviting related agencies, which will then carry out a field survey if necessary, in that case, it is a form of follow-up by DPRD on the implementation of a regional regulation, which in this case has been carried out by the Surabaya City DPRD as the author has described in each of the above commissions.

C. DPRD Constraints in Implementing the Supervision Function of the Implementation of Regional Regulations

The constraints faced by the Surabaya City DPRD, the author can conclude that there are internal factors as well as external factors, as follows:

1. Internal factors

In terms of human resources, the loosening of the qualifications made for the recruitment of DPRD members means that some DPRD members have a limited understanding of their duties and functions, so they cannot carry out their supervisory function optimally.

a) The inadequate role and contribution of the Surabaya City DPRD Secretariat have hampered the implementation of the supervisory function.

2. External Factors

a) Regarding Perda itself, sometimes it is only made by the executive without the approval of the Surabaya City DPRD regarding the contents of the regulation

b) Delays in the manufacture of legal products (in this case, the Perda), resulting in serious problems appeared after the formation of a Perda, this is of course due to the absence of a regional regulation that regulates the objects contained in the Perda.

c) There are no sanctions applied regarding supervision so that often the Executive

CONCLUSION

1. The form of DPRD supervision of the implementation of regional regulations in the City of Surabaya is through the existing DPRD organs, which is what each committee does. This form of supervision is realized through commission work meetings with the regional government, work visit activities, public hearings, and complaints. The various forms of supervision that have been carried out by the Surabaya City DPRD are quite effective even though they have not been carried out optimally. The Surabaya City DPRD has implemented preventive supervision, in which supervision is carried out on activities before these activities are carried out, in this case, for example through before a regional regulation is made such as supervision of the preparation of the Raperda APBD to prevent irregularities in the implementation of state finances. Then there is also repressive supervision, namely supervision that is carried out on an activity after a plan is prepared or stipulated. Repressive supervision is carried out such as in direct field observations by

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conducting investigations of suspected irregularities in the field and also holding hearings with the Regional Government to carry out follow-up actions.

- 2. Follow-up related to supervision is carried out periodically through monitoring and monitoring activities every quarter. The follow-up in the completion process which includes the results of the supervision is followed up by the related unit on the recommendation of the implementation of supervision. However, if it has not been followed up, if the recommendation has not been followed up. Which if the recommendation has not been followed up, it is something that is not implemented by the related unit, in this case, it is the duty of the Regional Government. The Surabaya City DPRD has followed up on findings in the field that are suspected of irregularities, namely through an inspection which can later be reported to the Chairperson in the Plenary Meeting to make recommendations to the Executive for follow-up.
- 3. Constraints faced by DPRD in performing its supervisory function are internal as well as external constraints. Internal constraints, such as those related to supervision, are not regulated in standard manner in-laws and regulations, so the DPRD cannot carry out maximum supervision. Then the external obstacle lies with the Regional Government which does not follow up on the recommendations given by the Surabaya City DPRD. In addition, local governments are not transparent regarding follow-up actions, including the absence of any regulation in imposing sanctions on local governments when they make mistakes.

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