

Implementation of Legislative Functions of The DPRD Asahan Regency for 2019-2024 Period from Perspective of Local Government Law in Indonesia

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Abstract. *This study aims to analyze the implementation of the legislative function of the Regional House of Representatives (DPRD) of Asahan Regency for the 2019–2024 period from the perspective of regional government law in Indonesia. This research employs a combined normative-empirical juridical method by examining relevant statutory regulations and field data obtained through interviews and document studies. The results indicate that the legislative function of the DPRD of Asahan Regency has been implemented in accordance with the stages of regional regulation formation, namely the planning and drafting stage, the discussion stage, and the ratification and promulgation stage. However, in practice, several obstacles remain, including the suboptimal absorption of public aspirations and insufficient research in the preparation of academic manuscripts for draft regional regulations. The variation in the number of draft regional regulations and enacted regional regulations during the 2019–2024 period reflects the dynamics and challenges in implementing the legislative function. From the perspective of regional government law, strengthening public participation, optimizing the role of the DPRD secretariat, and improving the quality of academic manuscripts are necessary to ensure that regional legal products align with good governance principles and community needs.*

Keywords: *Autonomy; DPRD; Legislative; Regional.*

1. Introduction

Indonesia is a country of law that always prioritizes law as the basis for all state and community activities (Andi Arifin, 2023). Law is a collection of norms, whether written or unwritten, which are established to regulate the behavior of individuals in society, whether rooted in society itself or from other sources and also recognized by the state (Ridwan Sauttua Parlindungan Pasaribu, 2025). Law

enforcement is one of the main foundations in maintaining order, justice, and security in a country, including Indonesia (I Gede Sujana and I Wayan Kandia, 2024).

The role of the government in law enforcement is very important because the government has an obligation to protect the rights and interests of citizens and maintain social stability. Because Therefore, the system and mechanism for implementing regional government are strongly supported and determined by the Village Government and the Village Consultative Body (BPD) as part of the Regional Government (Talent Siburian, 2023). Regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and the interests of the local community within the system of the Unitary State of the Republic of Indonesia (Ita Juniarty Sitanggang, 2023). Therefore, the central government grants regional governments the authority to manage their own affairs, a process known as decentralization. Through the granting of regional autonomy, regional governments are given the authority to regulate and manage government affairs according to the interests and characteristics of their respective regions. Furthermore, the rationale for undertaking this research is the author's experience gained during his internship (Gaby Handayani Simangunsong, 2024).

In the implementation of regional autonomy, the Regional People's Representative Council (DPRD) has a strategic function as a respected institution in carrying out the mandate and fighting for the aspirations of the people. In Law No. 23 of 2014 concerning Regional Government, the authority to create Regional Regulations has been given to the House of Representatives as stated in Chapter Three, Article 77 concerning the Functions of the DPRD, namely that the Regency/City DPRD has Legislative, Budgetary, and Supervisory functions. The legislative function of the DPRD is the function to form Regional Regulations together with the Regional Head. Regional regulations are a concrete manifestation of the implementation of regional autonomy owned by the regional government and basically regional regulations are a further elaboration of higher laws and regulations, by considering the characteristics of each region (Elshi Elvira Rosianti (et. al), 2024). The formation of Regional Regulations as legal management materials at the regional level, in order to realize the needs of the instruments of Legislation in implementing regional government and as a means of accommodating the aspirations of the community that develop in the region (Hasanal Mulkan & Serlika Aprita, 2023). However, as expected, there are still obstacles that cause the legislative function not to run as it should, for example, a lack of understanding of planning in the legislative function, non-intensive discussion of Regional Regulations, declining enthusiasm from DPRD members, a lack of understanding of community management, development and the function of Regional Regulations, guidelines in compiling Prolegda are not adjusted to Prolegnas (Corruption Eradication Commission, 2018) (Sugeng Pranoko, 2021).

Likewise in the practice of regional governance, the implementation of the legislative function of the regional representative council often faces various problems, such as in the process of forming regional regulations which experience obstacles both at the planning, discussion, and ratification stages, therefore, the legislative performance of the DPRD is supported by the secretariat of the regional representative council. The DPRD Secretariat plays an important role in supporting the performance of the DPRD, starting from planning, administrative processes, and preparatory arrangements, as well as providing and coordinating the experts needed by the DPRD to carry out its rights and functions in accordance with the needs of the DPRD Secretariat in supporting the implementation of the DPRD's duties and functions until the implementation of all DPRD member activity agendas (Estiawan Adi Luhung, 2024). Not only that, the quality of public services is also very important in realizing good governance (Riris Simatupang, 2025). However, the performance of the regional representative council and its secretariat must be monitored, particularly regarding the productivity of regional regulation formation and the quality of the content of the regional regulations produced.

Asahan Regency, as an autonomous region, also faces dynamics in the implementation of the legislative function of the Regional Representative Council. In the 2019-2024 period, the Asahan Regency Regional Representative Council carried out its legislative function in the context of increasingly complex regional development needs and public demands for improved quality of regional governance. In the running of government, both at the national and regional levels, the formation of legal products (legislation) plays a crucial role in responding to the dynamics and developments occurring in community life (Achmad Kosasih, 2023). Based on data sourced from the official website of the Asahan Regency Regional People's Representative Council and direct field observations, the legislative performance of the regional people's representative council in the 2019-2024 period shows that the number of draft regional regulations and regional regulations produced varies greatly, such as in 2020 there were 18 draft regional regulations but only 11 regional regulations were ratified, 2021 there were 21 draft regional regulations but only 4 regional regulations were ratified, 2022 there were 18 draft regional regulations and 13 regional regulations were ratified, 2023 there were 16 draft regional regulations and 11 that became regional regulations, 2024 there were 14 draft regional regulations and 10 that became regional regulations. The variation in achievements shows that there is a dynamic in the implementation of the legislative function of the Asahan Regency Regional Representative Council that deserves further study, especially related to the process of forming regional regulations, the mechanism for preparing regional regulation formation programs, and the process of discussing draft regional regulations at the commission level. The legal perspective of regional government is used in this study to assess the suitability between the implementation of the legislative function of the Asahan Regency Regional People's Representative

Council with legal principles, principles of good governance, and provisions of applicable laws and regulations.

2. Research Methods

This research was conducted within the scope of the Asahan Regency Regional People's Representative Council. This research focuses on the supervision of the Asahan Regency Regional People's Representative Council's legislative function. The research method used is a combined empirical normative juridical research method. The normative juridical method is used to analyze various relevant regulations and legal documents, while the empirical approach is used to collect and analyze data from the field (Sidi Wiraguna, 2024). Different from normative legal research, empirical legal research is research with non-doctrinal characteristics that is conducted through field research (Rangga Suganda, 2022).

3. Results and Discussion

3.1. Implementation of the legislative function of the Asahan Regency Regional People's Representative Council in the formation of regional regulations in the 2019-2024 period viewed from the perspective of regional government law in Indonesia

a. Understanding the Legislative Function of the Regional People's Representative Council (DPRD)

Legislation in the narrow sense is the process and product of making laws, while in the broad sense it includes the formation of government regulations and other regulations that are authorized by law (Tifani Rizki Dianisa, 2022). Anis Ibrahim presents the definition of legislation as "A process of making laws in order to give birth to positive law (in the sense of statutory law/statutory regulations), the stages of which start from planning the creation of laws, drafting, formulation, discussion, ratification, promulgation, to the socialization of legal products." (Muslimah, 2018) Therefore, the process of creating legislation, especially regional regulations that will be drafted by the regional representative council, must be planned and prepared thoroughly so that it can produce future laws (*ius constituendum*) that do not harm any party. Based on Article 1 number 16 of the Regulation of the Minister of Home Affairs Number 120 of 2018 concerning the Formation of Regional Legal Products, the stages in creating regional legislation are through the stages of planning, preparation, discussion, determination, promulgation, and dissemination.

b. Implementation of the Legislative Function of the Regional People's Representative Council of Asahan Regency

Regional regulations not only function to implement the legislation above them, but must also be able to fulfill the needs and independence of the region as well

as the desires of the local community (Ofis Rikardo, 2024). Therefore, the Regional People's Representative Council must be able to act in carrying out the trust that the community has placed in the members of the Regional People's Representative Council. Data regarding Regional Regulations which are the object of this research in detail can be seen in the following table:

YEAR	TITLE OF REGIONAL REGULATION
2020	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 11 OF 2020 CONCERNING CHANGES TO THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2020 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 10 OF 2020 CONCERNING PREVENTION OF ABUSE OF NARCOTICS, PSYCHOTROPICS AND OTHER ADDICTIVE SUBSTANCES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 9 OF 2020 CONCERNING ACCOUNTABILITY FOR THE IMPLEMENTATION OF THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2019 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 8 OF 2020 CONCERNING THE SECOND AMENDMENT TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 13 OF 2011 CONCERNING BUSINESS SERVICE LEVIES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 5 OF 2020 CONCERNING CONTROL OF ENVIRONMENTAL POLLUTION AND DAMAGE
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 4 OF 2020 CONCERNING CONTROL OF THE DISTRIBUTION OF ALCOHOLIC BEVERAGES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 3 OF 2020 CONCERNING FISHERIES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 2 OF 2020 CONCERNING THE SECOND AMENDMENT TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 12 OF 2011 CONCERNING PUBLIC SERVICE FEES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 1 OF 2020 CONCERNING THE ORGANIZATION AND EMPOWERMENT OF STREET VENDORS
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2020 CONCERNING REVOCATION OF ASAHAN REGENCY NUMBER 16 OF 2008 CONCERNING VILLAGE INCOME SOURCES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2020 CONCERNING WASTE MANAGEMENT
TOTAL	11 Regional Regulations
2021	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 5 OF 2021 CONCERNING REVENUE AND EXPENDITURE BUDGET
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 4 OF 2021 CONCERNING CHANGES TO THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2021 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 2 OF 2021 CONCERNING ACCOUNTABILITY FOR THE IMPLEMENTATION OF THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2020 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 1 OF 2021 CONCERNING REGIONAL REVENUE AND EXPENDITURE BUDGET

TOTAL	4 Regional Regulations
2022	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2022 CONCERNING AMENDMENTS TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2017 CONCERNING VILLAGE APPARATUS REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 13 OF 2022 CONCERNING REGIONAL REVENUE AND EXPENDITURE BUDGET REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 12 OF 2022 CONCERNING MANAGEMENT OF REGIONAL PROPERTY REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 11 OF 2022 CONCERNING REGIONAL FINANCIAL MANAGEMENT REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 10 OF 2022 CONCERNING THE TIRTA SILAUIPIASA REGIONAL PUBLIC DRINKING WATER COMPANY REGIONAL REGULATION NUMBER 9 OF 2022 CONCERNING CHANGES TO THE 2022 REGIONAL REVENUE AND EXPENDITURE BUDGET REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 8 OF 2022 CONCERNING ACCOUNTABILITY FOR THE IMPLEMENTATION OF THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2021 FISCAL YEAR REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2022 CONCERNING BUILDING CONSTRUCTION APPROVAL LEVIES REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 5 OF 2022 CONCERNING THE ORGANIZATION OF SPORTS REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 4 OF 2022 CONCERNING THE IMPLEMENTATION OF CHILD-FRIENDLY REGENCY REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 3 OF 2022 CONCERNING REVOCATION OF REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2002 CONCERNING ADVERTISING PERMITS REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 2 OF 2022 CONCERNING AMENDMENTS TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2016 CONCERNING THE FORMATION OF REGIONAL APPARATUS OF ASAHAN REGENCY REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 1 OF 2022 CONCERNING PREVENTION AND IMPROVEMENT OF THE QUALITY OF SLUM HOUSING AND SLUM SETTLEMENTS
TOTAL	13 Regional Regulations
2023	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 5 OF 2023 CONCERNING ACCOUNTABILITY FOR THE IMPLEMENTATION OF THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2022 FISCAL YEAR REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 11 OF 2023 CONCERNING REGIONAL REVENUE AND EXPENDITURE BUDGET FOR FISCAL YEAR 2024 REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 10 OF 2023 CONCERNING REGIONAL TAXES AND REGIONAL LEVIES REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 9 OF 2023 CONCERNING CHANGES TO THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2023 FISCAL YEAR REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 8 OF 2023 CONCERNING PUBLIC ORDER AND PUBLIC PEACE AND PUBLIC PROTECTION REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2023 CONCERNING IRRIGATION

	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2023 CONCERNING THE MASTER PLAN FOR TOURISM DEVELOPMENT OF ASAHAN REGENCY 2023-2025
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 4 OF 2023 CONCERNING LEVIES FOR THE USE OF FOREIGN WORKERS
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 3 OF 2023 CONCERNING THE SECOND AMENDMENT TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2016 CONCERNING THE FORMATION OF REGIONAL APPARATUS OF ASAHAN REGENCY
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 2 OF 2023 CONCERNING REVOCATION OF REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2011 CONCERNING ORGANIZATION AND WORKING PROCEDURES OF OTHER INSTITUTIONS OF ASAHAN REGENCY
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 1 OF 2023 CONCERNING THE IMPLEMENTATION OF TRANSPORTATION FOR HAJJ PILGRIMAGES IN THE REGION
TOTAL	11 Regional Regulations
2024	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 2 OF 2024 CONCERNING VILLAGE HEAD ELECTIONS
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 10 OF 2024 CONCERNING REGIONAL REVENUE AND EXPENDITURE BUDGET FOR FISCAL YEAR 2025
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 9 OF 2024 CONCERNING LONG-TERM REGIONAL DEVELOPMENT PLAN 2025-2045
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 4 OF 2024 CONCERNING THE THIRD AMENDMENT TO REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2016 CONCERNING THE FORMATION OF REGIONAL APPARATUS OF ASAHAN REGENCY
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 3 OF 2024 CONCERNING ACCOUNTABILITY FOR THE IMPLEMENTATION OF THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2023 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 8 OF 2024 CONCERNING CHANGES TO THE REGIONAL REVENUE AND EXPENDITURE BUDGET FOR THE 2024 FISCAL YEAR
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 7 OF 2024 CONCERNING CORPORATE SOCIAL AND ENVIRONMENTAL RESPONSIBILITY
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 6 OF 2024 CONCERNING SMOKE-FREE AREAS
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 5 OF 2024 CONCERNING THE IMPLEMENTATION OF REGIONAL GOVERNMENT FOOD RESERVES
	REGIONAL REGULATION OF ASAHAN REGENCY NUMBER 1 OF 2024 CONCERNING EMPOWERMENT, DEVELOPMENT OF MICRO-ENTERPRISES AND CREATIVE ECONOMY
TOTAL	10 Regional Regulations

Based on the data above, it can be concluded that the Asahan Regency DPRD has not yet optimally implemented its legislative function, which is the most important function and has an impact on the survival of the Asahan Regency community. The assessment of the Asahan Regency DPDR's performance in carrying out this legislative function is not only seen from the quantity of products produced, but its quality is also an important factor in assessing legislative products. However, if only pursuing quality while ignoring quantity can also be problematic if a

significant gap appears between the number of regional regulations produced and the Regional Regulation Formation Program that has been prepared. The table above also shows that there are several regional regulations that are changes from previous regulations. The minimal absorption of aspirations by the DPRD has resulted in the resulting regional legal products not significantly touching aspects of community welfare. The Regional Head and DPRD are still stagnant with old Regional Regulations that need to be revised and adjusted to current conditions, but have not yet produced new legal products.

c. Stage in drafting regional regulations

1. Planning Stage

Based on an interview conducted with Tengku Anita Aryani, an operational service administrator for the trial and legislation section, said that the mechanism for preparing the regional regulation formation program in the Asahan Regency Regional People's Representative Council is through a regional regulation formation program between the regional government and the Regional People's Representative Council coordinated by the regional people's representative council through a regional regulation formation program. The stages of regional regulation formation contained in CHAPTER VI Article 30 to Article 32 of Asahan Regency DPRD Regulation Number 1 of 2025 concerning the Rules of Procedure of the Asahan Regency Regional People's Representative Council starting from the Regional Regulation Formation Program (Propemperda) from the Regent, the Regent can be represented by an official appointed by the Regent. The Regent is required to submit the Propemperda no later than the first week of November of the current fiscal year, if the Regent does not submit the Propemperda until the end of the first week of November, the Regional People's Representative Council will determine the Propemperda. The Propemperda at least contains a draft Regional Regulation on the APBD (Regional Revenue and Expenditure Budget), changes to the APBD, and a draft Regional Regulation on accountability for the implementation of the APBD.

2. Preparation Stage

Based on Article 33 to Article 35 of the Asahan Regency DPRD Regulation Number 1 of 2025 concerning the Rules of Procedure of the Asahan Regency Regional People's Representative Council, in this stage the preparation of the Propemperda between the Regional Government and the Regional People's Representative Council is coordinated by the Regional People's Representative Council through the Regional Regulation Forming Agency (Bapemperda), then Bapemperda conducts a consolidation of the Propemperda concept based on the results of the Propemperda preparation. The results of the consolidation of the Propemperda concept between Bapemperda and the Regional Government are then agreed to become a Propemperda, the consolidation of the concept is carried out in a

working meeting. The Regional People's Representative Council and the Regional Government implement the plan to form Regional Regulations contained in the Regional Regulation Formation Program. This process involves examination, analysis, and adjustment of the draft regulation material so that it does not conflict with national legal provisions or other regional regulations (Lasmin Batee, 2026). Therefore, the drafting stage of regional regulations is crucial in the formation of regional regulations. However, this stage is often neglected, resulting in the planned draft regional regulations not being completed within a year (Rusdianto Sudirman, 2024).

3. Discussion Stage

Discussion of draft regional regulations is carried out through level I and level II discussions, where in level I discussions in the case of draft regional regulations from the regent, it begins with an explanation by the Regent in a plenary session regarding the draft regional regulation; the general views of the Fractions on the draft regional regulation and the responses and/or answers of the Regent to the general views of the Fractions. In the case of draft regional regulations originating from the regional representative council, it begins with an explanation by the head of the commission, the head of the joint commission, the head of the regional regulation formation body or the head of the special committee in a plenary session regarding the draft regional regulation; the Regent provides an opinion on the draft regional regulation; and the responses and/or answers of the Fractions to the opinions of the Regent. Level II discussions include decision-making activities in a plenary session which is preceded by the submission of a report containing the discussion process, the opinions of the Fractions, and the results of level I discussions by the head of the commission, the head of the joint commission, or the head of the special committee, then a request for verbal approval from the meeting leader to the members in the plenary session and then ends with the final opinion of the Regent. If the draft regional regulation does not receive joint approval between the regional representative council and the Regent, then the draft regional regulation cannot be submitted again to the regional representative council session during that session.

4. Determination/Enactment Stage

In the law formation process, material ratification is the final deadline required to complete the debate, amendment, replacement or improvement of a draft law by the legislative body (Tongam Renikson Silaban, 2025). Therefore, the stage in the ratification and determination of regional regulations in Asahan Regency begins with a plenary meeting for joint approval, then after being jointly approved, the draft regional regulation is submitted to the Regent of Asahan, then the Regent ratifies the draft regional regulation as a regional regulation of Asahan Regency by signing the draft regional regulation.

5. Invitation Stage

The purpose of promulgation is to ensure that everyone is aware of the established Regional Regulations, which have binding legal force. Following promulgation, the Asahan Regency government conducts outreach and dissemination of regional regulations to the public, particularly those related to strategic regional regulations such as the regional medium-term development plan and regional regulations governing the formation, structure, and working procedures of regional apparatus organizations.

3.2. Obstacles and factors influencing the implementation of the legislative function of the Asahan Regency Regional People's Representative Council in the 2019-2024 period

a. Lack of Absorption of Community Aspirations in Asahan Regency

Every citizen has a voice in decision-making, either directly or through a legitimate representative institution. The DPRD, as the people's representative, must represent its constituents effectively and pay attention to the interests and aspirations of its constituents. Therefore, this function also contributes to strengthening national unity and integrity, improving the quality of public services, and increasing regional competitiveness in various broader aspects (Firman Freaddy Busroh, 2023). Due to the large population and diverse social strata in Asahan Regency, each with its own interests, steps to gather public aspirations are essential. As stated in Article 161, letter i, concerning regional government, Law No. 23 of 2014, which states: absorb and collect constituent aspirations through regular working visits;" Minimal public participation can also be an obstacle to policies being produced that do not meet the needs of the community. The word "participation" has various meanings, and some people use it as if it were synonymous with public relations programs (disseminating news to the public) (Muhamad Irsyad Hanafi, 2024). Basically, the minimal public participation in providing aspirations is influenced by the minimal socialization regarding participation mechanisms which causes the public to have no understanding regarding the delivery of aspirations, which is exacerbated by the low level of public trust in the commitment of local governments in following up on public input which results in the resulting policies tending not to be in accordance with the real needs of the community.

Although efforts to gather aspirations in Asahan Regency have been made through regular forums involving stakeholders such as religious leaders and village officials, their implementation is considered suboptimal. This is reflected in the slow dynamics of regional development, indicating that community aspirations have not been fully integrated into regional policies. The author analyzes that the Asahan Regency Regional People's Representative Council (DPRD) requires a stronger commitment to absorbing aspirations to prevent the emergence of public

antipathy. Without a substantive space for participation, there is concern that bureaucratic arrogance will arise, where state officials tend to dominate policy and ignore the real conditions that occur in society, which ultimately can damage the relationship between the government and citizens.

b. Lack of Research to Prepare Academic Manuscripts

According to Harry Alexander, what is meant by an academic manuscript is an initial manuscript that contains ideas on regulations and the content of legislation in a particular field (Yoga Andriyan & Adirandi M. Rajab (et al), 2023). According to Article 1 number 11 of Law No. 12 of 2011, an Academic Manuscript is the result of legal research or studies and other research results on a particular problem that can be scientifically accounted for regarding the regulation of the problem in a Draft Law, Draft Provincial Regional Regulation, or Draft Regency/City Regional Regulation as a solution to the problems and legal needs of the community. The successful drafting of quality legislation depends heavily on an Academic Draft that is able to accommodate public participation in the process. This document must examine the urgency of the new regulation, the scope of the material to be regulated, and the drafting procedures. Therefore, every formulated legal norm must undergo thorough and in-depth consideration to ensure that the regulation is purely in the public interest, not merely to accommodate the interests of certain individuals or groups. The lack of research in drafting the Academic Draft is a contributing factor to the decline in the quality of proposed draft regional regulations.

Academic Papers are important documents containing scientific studies and rational arguments to minimize the decline in the quality of proposed draft regional regulations and draft regional regulations can be in accordance with the needs of the community. The quality of Academic Papers prepared by the Regional People's Representative Council (DPRD) is often not optimal in supporting the legislative function due to several obstacles, such as the pressure of time that forces the process of drafting regional regulations to be carried out instantly so that field research is ignored, and the persistence of the perception that research is only a fulfillment of administrative formalities, which ultimately reduces the urgency of Academic Papers as a philosophical and sociological basis for the formation of regional regulations. Problems that arise include the non-uniformity of the formation of supporting bodies such as the Regional Regulation Formation Agency (Bapemperda) and the Honorary Board in various regional DPRDs, including their authority and strategic position within the DPRD institutional structure (Maskuri maskuri, 2025). Therefore, uniformity between the Regional Regulation Formation Agency (Bapemperda) and the Ethics Council is essential for harmony within the Regional People's Representative Council. According to Article 56 of Government Regulation Number 12 of 2018. The Honorary Council has the function of enforcing the code of ethics, maintaining honor, and maintaining

discipline and moral responsibility of DPRD members. Meanwhile, Huda explained that the existence of the BK is a check and balance mechanism within the DPRD so that members' behavior does not deviate from public moral values (Novi Lestari (et al), 2025). Harmonization of laws and regulations has very important benefits in maintaining legal stability and creating an effective legal system (Rengga Kusuma Putra, 2025). With harmonization, laws and regulations can function effectively and efficiently, providing optimal benefits in people's lives (Baron Sipayung, 2024). When laws and regulations at the central and regional levels are well integrated, oversight and law enforcement become more effective. For example, regional governments can create policies that comply with higher-level regulations without violating basic national legal principles.

4. Conclusion

The implementation of the legislative function of the Asahan Regency DPRD for the 2019–2024 period has basically been carried out in accordance with the mechanisms and stages of forming regional regulations as regulated in the Laws and Regulations, starting from the planning stage through planning, preparation, discussion, determination, promulgation and dissemination. However, several substantive obstacles remain that impact the effectiveness of the legislative function. First, the suboptimal absorption and collection of public aspirations, resulting in regional legal products not fully representing the community's real needs. Second, the lack of research and in-depth study in the preparation of academic papers, which impacts the quality of the content of draft regional regulations. The variation in the number of draft regional regulations and bylaws passed each year demonstrates the political, administrative, and technical dynamics within the legislative process. Therefore, it is necessary to strengthen the Regional People's Representative Council's (DPRD) commitment to improving the quality of its legislative function by increasing public participation, strengthening the capacity of DPRD members and experts, and optimizing the role of the DPRD secretariat. This will ensure that the legislative function is implemented more effectively, responsively, and in accordance with the legal principles of regional government and the principles of good governance in Indonesia.

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