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Implementation of Functions Legislation Council of Representatives of the Regional Provincial North Sulawesi Year 2016-2018

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Abstract. Based on field data in 2016-2018, 18 regional regulations have been successfully enacted. However, according to information from the legal bureau, all regional regulations from 2016-2018 have been sourced from regional executive regulations, and there are no DPRD-initiated regulations. Every year, draft regional regulations on DPRD initiatives are included in the priority scales of the regional regulations but have not been enacted. Quality of DPRD members. With the limited quality of board members in understanding legal drafting for the formation of regional regulations, the board members encourage establishing a technical guidance program related to legal drafting. However, in its implementation, it is the members of the council who do not take it seriously, so the substance of the materials for technical guidance is not implemented in forming regional regulations. This study aims to analyze how the implementation of the legislative function of the DPRD of North Sulawesi Province for the 2016-2018 period. In connection with one of the council's functions in terms of legislation, namely forming regional regulations. In it further analyzes the things that make the DPRD less than optimal in the field of legislation. So that it gets a result from the discussion that can be a reference for improving the system and scientific literacy material in the study of public administration management. The approach used in this research is qualitative—data collection using interviews, observations and documentaries. Data analysis uses data analysis techniques according to the Miles and Huberman model, namely Data Reduction, Data Display, and Verification. The results showed that implementing the legislative function of the DPRD of North Sulawesi Province has not run optimally. This refers to the achievements of local initiative regulations, all of which are sourced from regional executive regulations. The timeliness of DPRD in formulating regional regulations has not been optimal. The process of forming regional regulations is less than optimal, hampered by several factors, including the Absence of DPRD members at the special committee meeting for regional regulations, the quality of DPRD members, more lengthy procedures for DPRD initiatives.

Keywords. Legislation, Council of Representatives, North Sulawesi

A. Introduction

In the life of the nation and state, governments should be a means to reach the aspirations of the people and further fight for regulation as a guideline in running a policy for the sake of justice and the welfare of society. In this case, the community is an individual or group of people interested in the substance of the Draft Regulation Legislation. Law of the State of the Republic of Indonesia Year 1945 is a cornerstone of the strong to organize autonomous regions, organize

and take care of government affairs, and the community local interests in the State Unitary Republic system Indonesia. It is mentioned in the 1945 Constitution, Article 18 Paragraph 1, which reads, "The State Unitary Republic of Indonesia is divided on regional areas provinces and regions province was divided into counties and cities, which each province, district, and the city it has government area, which is set with the Act." This means that the state of Indonesia consists of several provinces, districts and cities, while the government consists of the central government and local governments. Regions provincial, regency/city, is an autonomous area, a community of law that has boundary region of particular were entitled to, is authorized and obliged to organize and take care of the housing ladder itself.

In connection with the case at the top of the government, the area has the authority to take care of its affairs of the government according to the principle of autonomy and duty of assistance in terms of this as law number 23 of 2014 Article 1 paragraph (2) of the Government of the Region, that that meant " Government of Regions is organizing the affairs of government by government area and the Council of Representatives of the regional People according to the principle of autonomy and duty of assistance with the principle of autonomy of the widest in the system and the principle of State Unitary Republic of Indonesia as referred to in the Act of Constitution of the Republic of Indonesia Year 1945. by thus understood that the government regional (Governor, Regent or Mayor) and DPRD have an equal position and are in partnership. The equivalent position means that among the institutions of government areas with a position equal and parallel, meaning not mutually supervise. This is reflected in making regional policies in the form of regional regulations.

In Act Act 23 the Year 2014 Article 95 paragraph (1) wrote that "Parliament is an institution representative of the people of the regional provinces are domiciled as an element of the organizers of local government provinces, in running the mandate of the course, Parliament has a function in the article 96 paragraph (1) stated "Parliament Provinces have the function of forming provincial regulations, budgets and supervision. Through the function of the legislation of Parliament is authorized to form regulatory regions were discussed with the head of the region to receive approval together. Through the function of the legislation is to put Parliament in a very strategic and honorable position. Because the DPRD participates in determining the sustainability and future of the region. This is also interpreted as a mandate to fight for and improve the welfare of its people. The function of legislation is to accommodate the various interests of the stakeholders' interests (stakeholders) to establish how the construction area will be implemented. Because the function can influence the character and profile areas through the regulatory area as its products. Besides that, as a product of the law area, the regulation area is committed to the party stakeholders' interests of the region with the power forcibly (coercive). With such functions, legislation has a meaning significant to create a state of society that is desired (as social engineering) and the creator of justice social for the community. According to Dadang Suwanda (2016), Parliament is an institution representative of the people of the area as an element of the organizers of the administration area because it was members of Parliament also are leaders/officials of the area. As an element of government areas, Parliament has the sole responsibility of the same with the government area to run the wheels of government local. The DPRD is a working partner and has an equal position with the regional government. In this position, the DPRD is equipped with a legislative function, forming regional regulations, which are carried out together with regional heads. Referring to the Article 409 paragraph (1) letter d law No. 23 of 2014, the name of the body of legislation in the area from 2014 to 2019 changed the nomenclature into the Agency Establishment of Regulatory Regions (Regional Regulation Establishment Agency). So also with the program, Legislation Regional changed the name into a program Establishment of Regulatory Regions (Regional Regulation Formation Program).

Regional Regulation Establishment Agency is tool completeness of Parliament who is still in institutional and formed at the time of the meeting Rules of Procedure on the establishment of tool fittings Parliament, the role of Regional Regulation Establishment Agency as tool completeness of Parliament which includes the initiative of making regulatory regions and discussion of the draft regulation area. Through Regional Regulation Establishment Agency, Parliament prepares and establishes programs formation of regulatory areas discussed and set each one-year budget. The establishment of regulatory regions is done by preparing the program formation of legislation together Heads of Regions, discussing together the Head of Regional and approve or not approve the submitted proposal Draft local regulations. The Regional Regulation Formation Program is determined within one year based on the priority scale for forming the draft Perda. The Regional Regulation Formation Program is determined based on an agreement between the DPRD and the Regional Head. In this case, the Draft local regulations can come from the DPRD or the Regional Head. By implementing the functions of the establishment of regulations, the council was placed at a very strategic and even respectable position because Parliament has a role in determining the sustainability of the future front area. The position is more putting Parliament as an institution representative of the people who expected the community to contribute the maximum to articulate and to accommodate a variety of needs and interests of the community into the program development of the region, which in the end, the expectations of society can be met by the government area, especially the expectations of improving conditions of life that is good is life the prosperous born and mind. Thus, the development progress of the region in connection with the performance of government areas in the implementation of autonomous regions is highly determined by the effectiveness of the establishment of regulatory regions of Parliament. It is then not optimal for implementing legislation in the House of Representatives of the People's province of North Sulawesi. Based on the observation of the early implementation of functions Legislation DPRD province of North Sulawesi period 2016-2018 was less effective, some problems were encountered: First, from the aspect of the accuracy of the time did not achieve the target Regional Regulation Formation Program, when already in the set as a reference year for the scale of priorities in program legislation area. Many drafts of local regulations are not sourced from the draft local government programs but then discussed and defined so that a list of priorities in the pro local government late discussed even did not go set.

B. Literature Review

Legislative Function Dadang Suwanda (2016) write that function formation regulatory regions (legislation) is a function inherent in the institution of Parliament to prepare, propose, discuss and give consent to a Draft local regulations into legislation. Parliament was raised both as a proposed initiative of Parliament and proposed by the head of the area. Parliament's position in the implementation of the functions of the establishment of regulations depends on the ability of members of Parliament to submit proposals Draft local regulations which empty on the proposed initiative of Parliament are institutional. On the other function of the establishment of regulations more on the ability of members of Parliament to discuss it carefully, Draft local regulations who filed a proposed initiative of the head of the area that needs to be addressed together with Parliament to get the approval of Parliament to set to be legislation, as the fundamental law of positives for the implementation of governance areas. By implementing the functions of legislation, Parliament is placed in a very strategic and even respectable position because Parliament has a role in determining the sustainability of the future front area. The position is more putting Parliament as an institution representative of the people who expected the community to contribute a maximum of articulating and accommodate a variety of needs

and interests of the community into the program development of the region, which in the end, the expectations of society can be met by the government area, especially the expectations of improving conditions of life that is good is life the prosperous born and mind [1].

Political Accountability Concept Model Accountability Political downloading sequence, namely: participating, elaborating conduct, act to Reforme innovation, Controlling public and effectiveness [2]. a. Participating, namely the community's involvement in making regional regulations on initiatives by applicable regulations b. Elaborating conduct, which has a quality of character that is adequate and sensitive to the aspirations of the people c. Act to reform innovation, which measures the real towards the changes in the system that much better with attention to innovation d. Control public, which attempts to encourage their supervision by the public to make decisions/regulations. e. Effectiveness s to product, namely the effort bore the progress/success of the accountability politics in achieving objectives set through products product policies are adequate [3]. The Concept of Formation of Regional Regulations According to King Faisal Sulaiman (2017), the formation of a regional regulation is guided by the program to form regional regulations (Regional Regulation Formation Program). Instrument law major in the formation scheme is law number 12 of 2011 and Law Act number 23 of 2014. Both laws legislation is mutually complemented one each other related to the process of establishing regulations. Regional Regulation Formation Program in Define as an instrument of planning programs formation regulatory regions (regulations) arranged as planned, integrated, and systematic [4].

Council of Representatives of the Regional In the book Improving Function of Parliament, Dadang Suwanda (2016) describes the Parliament as the institution representative of the people of the area are located as an element of the organizers of the administration area, because it was members of Parliament also are leaders/officials of the area. As an element of government areas, Parliament has the sole responsibility of the same with the government area to run the wheels of government local. The DPRD is a working partner and has an equal position with the regional government [5]. The establishment of regulations is a function inherent in the institution of Parliament to prepare, propose, discuss, and give consent to draft local regulations into regulations. Parliament was raised both as a proposed initiative of Parliament and proposed by the head of the area. The establishment of local regulations owned and organized by Parliament produces output in the form of regulations discussed along with the head area [6]. Thus, the position of Parliament in the implementation of the functions of the establishment of regulation depends on the ability of members of Parliament to submit proposals Draft local regulations which boils at Draft local regulations proposed initiatives Parliament is institutional. On the other, the function of the establishment legislation Parliament more on the ability of members of Parliament to discuss it carefully. Draft local regulations were submitted as a proposed initiative of the head of the area that needs to be addressed together with Parliament to get the approval of Parliament to set to be legislation, as the fundamental law of positives for the implementation of governance areas [7]. By implementing the functions of the establishment of regulations, the council was placed at a very strategic and even respectable position because Parliament has a role in determining the sustainability of future front areas. The position is more putting Parliament as an institution representative of the people who expected the community to contribute a maximum of articulating and accommodate a variety of needs and interests of the community into the program development of the region, which in the end, the expectations of society can be met by the government of the region, especially the expectations of improving conditions of life that is good is life the prosperous born and mind [8].

By this, the development progress of the region in connection with the performance of government areas in the implementation of autonomous regions, highly determined by the effectiveness of the role of the established legislation of Parliament [9]. This is based on the assumption that various regional development programs can be implemented when the DPRD has approved the program in a regional regulation on APBD. If Parliament approves a program of activities that can leverage the achievement of progress regions rated low, has implications for the achievement of results is also low, will but the program is already spending budget areas in several prominent [10]. Conditions here are what needs to be done. Parliament is careful with the parameters orientation on results, i.e., how large the degree of change of a program to increase the welfare of society. We hope Parliament can contribute effectively to establishing regulations and the head area so that various regulatory regions can provide value-added to the region's advancement, progress physically and progress in social in the community. Thus, the presence of Parliament has the value of the benefit of its own as an institution representative of the people who were able to play a role to bring government is effective to realize the welfare of society. The aim that Parliament is not rated as part of the problem will be, but as an institution that can overcome various problems areas and provide hope for the community through action policy of the government [11].

C. Method

The approach that is used in research is qualitative. Research qualitative is a method to explore and understand the meaning of some individual or group of people considered to be derived from the problem of social or humanitarian. The process of qualitative research This involves efforts is essential, such as asking questions and procedures, collecting data specifically from the partisans, analyzing the data by inductive ranging from themes that are unique to the themes of the public, and interpreting the meaning of data [12]. The focus of research is related to the implementation of the functions of the legislative parliament province of North Sulawesi in terms of these include Product regulation initiative, the precision of time in the formation of regulatory areas and factors inhibiting the implementation of the functions of the legislative parliament province of North Sulawesi, in the case of this in terms of accountability politics. Sources of data and informants in research this is the primary data derived from the results of the interview focused and in-depth with technique purposive and through observations were carried out alone by investigators, then the data secondary, namely in the form of a document that is obtained from the office of Parliament and Legal Division of the Secretariat of the Regional Province of North Sulawesi. The informants were selected by purposive sampling, namely members of the DPRD of North Sulawesi Province in 2016-2018, including the leadership of the DPRD of North Sulawesi Province, the leader of the faction, the head of the Regional Regulation Formation of the DPRD of North Sulawesi, the commission and several members.

Mechanical Collecting data using interviews, observation and documentary. Interviews depth, in general, is a process of obtaining information for research by way of question and answer with a face-to-face between the interviewer and the informants or those interviewed. Methods documentary is a method that is used searching the data historically. The observation method is a data collection method used to collect research data through observation and sensing. Methods searches online data are planning how to search data via online media such as the Internet or the media network of more provide facilities online, things have adjusted towards the end of the study is hampered pandemic covid 19, so that some of the data and statements in part obtained through online media Engineering an Analisis data using the techniques of analysis of data according to model Miles and Haberman the Data Reduction

namely m gerenuks the data means summarize, choose things that subject, focusing the things that are important, look for themes and patterns and discard that does not need. With such data reduced, provide data more clearly and facilitate the authors to collect data to the next. Display Data that is after the data is reduced than next step is men display an or presenting data. The aim is to simplify the information from information that is complex to simple information. So easy to understand the meaning. Conclusion Drawing/Verification, namely the third step in analyzing qualitative data according to Miles and Huberman, is the withdrawal of the conclusion, and verification making a withdrawal, conclusions to examine and use thought patterns are developed. Drawing conclusions from the results of this study answered all the problem formulations determined by the research.

D. Results and Discussion

The establishment of regulations is a function inherent in the institution of Parliament to prepare, propose, discuss, and give consent to a Draft of local regulations into legislation. Both were raised by Parliament as the proposed initiative of Parliament and proposed by the head of the area. Special functions of the establishment legislation regions are organized by Parliament itself, which means that every member of Parliament has the right and opportunity that is equal to submit proposals initiatives Draft local regulations that become ingredients discussion at the National Consultative Council and once through the consideration and approval of a majority of members of Parliament, Draft local regulations can be submitted as proposals DPRD initiatives are discussed with regional heads to be stipulated as regional regulations. In the implementation of 2016-2018 do not exist no regulation area initiatives of Parliament successfully passed. Everything is just up on stage Regional Regulation Formation Program. If observed almost every year, there are draft local regulations of Parliament in the list Regional Regulation Formation Program. Still, draft local regulations-draft local regulations initiatives Parliament did not go passed into regulation Regions. The lack of attention of DPRD institutions in smoothing out the regulations they initiated so that the quantity of regional regulations initiated by the DPRD of North Sulawesi is minimal, and there is not even a single regional regulation on the initiative. The DPRD should pay attention to the function of forming regional regulations. Because therein member of Parliament has the right of the initiative, regulation initiative board [12].

Quality of Members of Parliament is a matter that is very important to carry out the functions as a member of the board. Included in the process of establishing regional regulations, in which the DPRD has the right of initiative. Some things cause the quality of the members of the board affects the lack of regulation initiatives among others: Systems recruitment of party politics to the quality of HR members of the board who is not running is effective; With the limited quality of HR then the members of the council pushed for made program technical guidance related to legal drafting regulations initiative board. However, in its implementation, it is the members of the council who do not take it seriously, so the substance of the materials for technical guidance is not implemented in forming regional regulations. Suppose this role of party politics to carry out its function was not spared from its responsibility to prepare a party cadre. In that case, the plenary can carry out its role as representative of the people. The function of the party to carry out political education is essential in preparing candidates for DPRD members. Without considering the capacity of someone who would be nominated to become a member of Parliament, the recruitment process also helped contribute to the weak performance of the members of Parliament. To perform the task of Parliament members effectively, the body organization of party politics needs to develop recruitment, selection, and regeneration of

politics. It was getting the source power that both need to begin from the system of recruitment. The fault lies from the very beginning in the recruitment function of political parties [13].

The trend in the reform era is that candidates for DPR members who have many finances have an excellent opportunity to be nominated by political parties. Moreover, along with the pragmatic attitude of the community will encourage to choose candidates who have financial. So factor financially more dominant rather than candidate member council which only established on terms quality. Besides, the figure who wants to nominate himself as a member of the province's board could be recruited by party politics, although previously not never had experience as a Member of the Board at the District/City. These factors would impact the quality of the council members were elected, so the council members of the council members in the establishment of regulation initiative. According to Tiesnawati (2010) that in forming a Council Initiative Regional Regulation, four hierarchical competencies need to be mastered by DPRD members, namely: understanding of laws and regulations, techniques for making regulations, techniques for using the term legal and government terminology, and techniques for drafting regulations. Legislation [14].

To improve the competence of the members of Parliament have that be a factor determinant is the question of faith or motives of the members of Parliament was itself to consciously be limited understanding of the formation of the regulation initiative thus opening themselves to humble hearts willing to learn with seriously. Accuracy of time Regional Regulation Formation Program useful as an instrument of planning programs formation of regulatory regions was conducted in a planned, integrated, and systematic manner that carried to term period of 1 (one) year, which is compiled based on a scale of priorities. Planned, integrated and systematic with the understanding that the establishment of regulatory regions that had become intent or plan of government areas were combined in a container in the form of Regional Regulation Formation Program and be systematic which is determined based on a scale of priority so that the planning of programs mature among others can minimize the emergence of the draft regulation is outside Regional Regulation Formation Program except in terms of urgency. Furthermore, the set schedule of discussions in Parliament via the Agency Musyawarah as its functions is: Setting the agenda of Parliament for 1 (one) year trial, 1 (one) time trial or in part of a future trial, the approximate time of completion of the draft regulation area, with not diminish the authority of the meeting plenary to change it, set a schedule of events meeting of Parliament, gave suggestions to expedite activities, recommending the establishment of the committee specifically. In case this how important body discussion to steer the course schedule for the plan of Parliament appropriate and right on time, including the stage of discussion of regulatory regions. Inhibiting Factors in the Implementation of DPRD Legislation Functions In parts of the discussion is the authors examine some of the things that hinder the implementation of the functions of the legislative parliament province of North Sulawesi are juxtaposed with some of the indicators in the accountability of politics, according to Goinpeace Handerson Tumbel that must pay attention to several elements, namely: Participating, Elaborating conduct, act to reform innovation and effectiveness to product, described as follows: Participating, namely the involvement of the community in making regional regulations initiatives according to the provisions that apply. Elaborating conduct, which has a quality of character that is adequate and sensitive to the aspirations of society. Act to reform innovation, which measures the real towards the changes in the system that much better with attention to innovation. Effectiveness to product, namely the effort bore the progress/success of the accountability politics in achieving objectives set through products product policies are adequate [15].

Participation is not enough only done by a few people sitting in the agency representative because the situation in the institutional politics tends to use politics in the name of the interests of the people to fight for the interests of the group or the group private. For the reason that, in the activities of the representative of the people also need to be no space for the public to play a role as well in the process of policy. The parties are involved in implementing the participation of society's most primary is the society's own. What needs to be built in the awareness participate and support towards the implementation of education policy for the public is the figures of people and organizations, locally, either in institutional academic, media, mass, and institution self-supporting community. In addition, there must be support from the local government and DPRD. Perhaps many who believe that the participation of the community has enough (quite representative and legitimating) represented by a representative of the people in Parliament (Khairul Muluk, 2007), but now things were not enough, the participation of the public is more needed in giving feedback on the current process of making regulations area and give legitimacy to the regulations of the. Society can channel the aspirations of those in each stage of forming regulatory regions, active or passive. Participation is active in a sense: people choose to take the initiative to play a role and establish regulatory regions. The way can carry out participation: follow the debate public, meeting the public, demonstration, or through the mail open in the media mass. Participation passive, meaning the initiative participation Dating from outside yourself community. The initiative could be Dating from the institution of legislative or executive to hold a hearing the opinion (hearing), the dialogue public, visit the work, and an interview study within the framework of the planning or design of regulatory regions [16].

The forms of implementation of community participation are highly dependent on the situation and condition of the community and its environment. The level of quality of society's resources, caring institution of education, or institutions non-public and the government's attitude significantly affect patterns of participation used by people who channel their aspirations. Participation is not optimal due to the lack of willingness of politics from government areas in translating the concept of autonomous regions and the public's low awareness in the implementation of the region's autonomy, especially in the establishment of regulatory regions. Whereas the participation of the community in the process of formation of regulatory regions becomes very important because: first, to capture knowledge, skill or experience of the community so that regulatory legislation meets the requirements of regulatory legislation that good; Second, to ensure that laws and regulations are by the realities of life in society (political, economic, social, and others); Third, cultivate a sense of having (sense of belonging), a sense of responsibility (sense of responsibility) on regulatory legislation such.

They were departing from conditions, not optimal participation of the community than to forward the necessary breakthrough movement of society civil to push forward the participation of the community in the establishment of regulatory regions. Several things that the author got from writing in the legislative drafting book are: First, to include community members who are considered experts and independent in teams or working groups in the formation of regional regulations; Second, conduct public hearings (discussion public) through seminars, workshops work, or invite the parties are concerned (stakeholders) in meetings of drafting regulatory area; Third, by doing the test is valid to the parties sure to get a response; Fourth, organize activities deliberations on the concept of the draft regulation the area before it officially addressed by competent institutions and; Fifth, publish draft regional regulations to get public/public responses. The main ideas underlie the need for community participation are stated by Hardjasoemantri (1993): 1. Providing information to the community's government participation is necessary to provide feedback to the government on issues caused by a plan of

action the government has various consequences. In this way, the government will know that various interests could be affected by these actions that need attention. Knowledge of additional and understanding of the aspects particular that obtained from the knowledge society it is own and of the experts who held the opinion by the public about the problems that may arise are acquired as inputs participation of society for the process of decision -making in the form of regulatory law, will be able to increase quality decision such and with such participation of the community that will be able to improve the quality of the action state in the field of the. 2. Increase people's willingness to accept decisions: A citizen of society who has gained the opportunity to participate in decision-making tends to show a willingness to accept and adjust themselves to the decision. Thus, it will reduce the possibility of the onset of a conflict. The origin of participation is held at an appropriate time. It would, however, need to be understood that a decision was not ever going to satisfy the interests of all groups or all residents of the community. Still, the willingness of people to accept the decision will be improved. 3. Helping Legal Protection If the community raised a late decision about objections during the process, decision-making occurs. After a decision is taken, objections from community residents will be reduced or a little unlikely because all the alternatives have been discussed at least up to the level specified. If a decision can have consequences so far, very expected that any person exposed as a result of decisions needs to be notified and allowed to submit his objections before a decision was taken. 4. Democratizing decision-making In conjunction with the public's participation, there is the opinion that stated that in the reign of the system representation, the right to carry out the power there is in the representatives of the people are chosen by the people.

Elaborating Conduct

Elaborating conduct, which has a quality of character that is adequate and sensitive to the aspirations of society. The quality of board members who are less well established in run functions of legislation, the state will push for the holding of Guidance Technical (Technical Guidance), which relates to the legal drafting regulations initiative. Still, later in the implementation of the technical guidance, there are many problems encountered, impressed into an opportunity for streets thus resulting in the presence of the current implementation of the guidance of technical less and certainly have an impact on the understanding of the substance of the implementation of the guidance technically not yet fulfilled. In the future, the plan for implementing Technical Guidance needs to consider the urgency of the material to be delivered, the place of implementation and the seriousness of DPRD members in participating in each training material. When implementing the guidance of technical lasts, all members certainly present that can digest and understand each material were delivered. Guidance, technical or training should be carried out in the region, respect is it easier to control the performance and Parliament agenda province of North Sulawesi, and it also helped save the budget trip official member of the board how the importance of the system of recruitment party politics is to ask candidates for legislative competence members. Effective if party politics hold a Fit and Proper Test against prospective members of the council as the requirements that must be met, then the prospective members of the council will strive to meet the standards that, so that party politics nominate all prospective members of the board to have an understanding that established against the function of members of the council. Including understanding the function of the formation of regulatory regions.

Act To Reform Innovation

Act to reform innovation, which measures the real towards the changes in the system that much better with attention to innovation. One of the completeness of the tools of

Parliament, which relates closely to the establishment of regulations initiative, is the Agency Establishment of Rule Regions (Regional Regulation Establishment Agency). Regional Regulation Establishment Agency is tool completeness of Parliament who is permanent because of activities ongoing, as stipulated in the Rules of Conduct of DPRD province of North Sulawesi CHAPTER VIII Article 60 of the tool completeness of Parliament, shows that the body of legislation regions have a role that is very important in the process of formation of regulatory regions, including in the section (d) it is stated that the Regional Regulation Establishment Agency is tasked with preparing the Regional Regulations proposed by the DPRD based on the priority programs that have been set out in the Regional Regulations. In h al have demonstrated that Regional Regulation Establishment Agency also plays a role in the establishment regulations initiative of the council. Its role, which is very important and sustained course, must be supported by the availability of staff skilled permanent in the Regional Regulation Establishment Agency so that they can observe the process and gives n inputs to the Regional Regulation Establishment Agency related to the process of the formation of regulatory regions so that the task of Regional Regulation Establishment Agency can run with smoothly and effect of the increase in the achievements of the formation of regulatory regions as well effective for the welfare of society. Matters of things related to establishing rules that need to be accompanied by a staff of experts permanently are inherent in the Regional Regulation Establishment Agency [17].

Effectiveness To Product

Effectiveness to product, namely the effort bore the progress/success of the accountability politics in achieving objectives set through products product policies are adequate. In the formation of regional regulations, it is up to ratification. However, it needs to pay attention to implementation and implementation in the community. It refers to the concept of ROCCIPI-rule, opportunity, communication, capacity, interest, process and ideology (regulations, opportunities, communication, abilities, interests, processes, and values/attitudes). Seidman et al. (2001) stated that the drafting rules that both should pay attention to the seven agenda such. This category can provide an initial picture of the community's reaction to the regulations that are formed. The ROCCIPI category is things that often cause problems related to the enactment of regional regulation. Factors interest and ideology are subjective, while the rule, opportunity, communication, capacity, and process are objective. Agenda A helps narrow down and systematize the space scope of the hypotheses that arise in the mind of the designer regulation area about the cause of a behavior problem. Namely: First, the rule (rules). Compliance or non-compliance with a person against a regulation may occur due to many regulations that overlap, is not clear, or interpretations/bias interpreted at will the liver, contradictory or mutually does not support, not transparent, not accountable and not participatory, or give authority which exaggerated the executor regulations.

Moreover, one thing that not be bargained is that the regulations cannot eliminate the causes of behavioral problems; Second, Opportunity (opportunity/opportunity). A regulation expressly forbids particular behavior, but it opens the opportunity not to abide people to perform behavioral problems efficiently. Remember the words of Bang Napi (a masked penitent criminal character featured in a national private TV station), who always states that crime occurs not only because there is an intention but also because of an opportunity. Violation of the regulation area often occurs because of the opportunity and not the officials who authorized; Third, Capacity (ability). Regulations are not able to command someone to do something that he is not capable. Regulations must be made by knowing the conditions of the people who are the subject of the regulations. Community capabilities can be broken down into political,

economic, socio-cultural capabilities; Fourth, Communication (communication). Communication between the local government and the people is not adequate, especially in announcing the regulations. Media social that are used are not familiar and difficult to be accessed by the public. It shows indications of intent so that people do not know the defects that exist within a rule. Call only in connection with the matter of the budget. The public rarely knows how big the region owns the funds and does not even know what course or by whom alone the allocated budget. Fifth, interest (interest). Aspects of interest associated closely with the benefit to the offender's role (maker regulatory and stakeholder/community which will be targeted enforcement of rules such). The interests of this could consist of the interests of economic, political, and socio-cultural.

Sixth, Process. What is meant by the process, in this case, is the process for actors to decide whether to comply or not to comply with local regulation. The process is highly influenced by the substance of the regulations that impact positive or not for the benefit of the society where regulations are enforced; Seventh, Ideology (values and attitudes). Category ideology is commonly understood as a set of values shared by a community to feel, think, and act. Included in it among others attitude mentally, view of the world, understanding the religious. Sometimes ideology is also equated with a culture that is very broad in scope. In the society of Indonesia, paced compound (variety) must be accommodated by the decision policy to be able to readily accepted by society [18].

E. Conclusion

Implementation of the functions of the legislative parliament province of North Sulawesi has not run it optimally. It is referred to the achievement of product regulation initiatives that are all sourced from local regulations executives. In contrast, Parliament also has the right of initiative to form a regulatory region derived from the board's initiative and discussed together with the executive. Through the formation of a regional initiative regulation which is the initiative of the Regional People's Representative Council, it has the advantage of being a people's representative institution that is very aware of the policies that need to be taken related to the interests of the community which are then ratified in the form of regulations. The timeliness of DPRD in formulating regional regulations has not been optimal. By not reaching draft local regulations-draft local regulations are already set in Regional Regulation Formation Program. Delays in determining draft local regulations influenced by factors internal Parliament nor the management partnership with the executive. In this case, if academic studies have been made and then have been prepared during the determination of the regional regulation, the discussion stage will be faster. Whereas in fact, draft local regulations-draft local regulations already filed and set in Regional Regulation Formation Program later still have to wait for the process of studies which require a relatively long time. The process of formation of regulatory regions is less optimal, hampered by several factors among others: Absence member of Parliament in the meeting of the particular committee draft local regulations, the quality of members of Parliament, procedure regulation initiative of Parliament over the length, the number of members of the committee draft local regulations that are too much, then things are juxtaposed through indicators in political accountability. Integrating a system that is effective from the legislature, the executive, the role, and the community and control of the public is a range of synergy that should be optimized.

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