THE ESSENCE OF THE REGIONAL HOUSE OF REPRESENTATIVES' POLICY CONSIDERATIONS IN THE FORMULATION OF REGIONAL DEVELOPMENT PLANS.

ABSTRACT

The policy considerations of the Regional House of Representatives (DPRD) constitute a form of public aspiration channelled by DPRD members for incorporation into regional development planning documents as an embodiment of the representative system. In practice, however, DPRD policy-consideration documents that have been deliberated upon are sometimes omitted from the Regional Government Work Plan (RKPD), which is an instrument of regional development. The policy considerations are derived from recess activities and the public's presentation of aspirations concerning needs and interests that should be addressed by the regional government in developing the region. This article examines the nature of recess activities and the policy considerations of the DPRD, as well as the model for formulating a Regional Government Work Plan based on those considerations. This study employs normative legal research.

The findings indicate that the essence of DPRD policy considerations lies in their character as a document recording the public's views on local problems and needs that require the attention or fulfilment of the regional government. The considerations serve as a channel for public aspirations and should be incorporated into the RKPD. To date, however, regional governments have often disregarded them in preparing the RKPD. The regional government first prepares the RKPD as the basis for the development-planning consultation forum (Musrenbang), and only afterwards incorporates DPRD policy considerations as an addition to the plan already prepared. The DPRD's policy considerations should instead be submitted before the regional government prepares the initial draft RKPD. The RKPD should apply four planning approaches: (1) technocratic, using scientific reasoning to achieve regional development goals and targets; (2) participatory, involving various stakeholders; (3) political, translating the elected regional head's vision and mission into a medium-term development planning document deliberated upon with the DPRD; and (4) top-down and bottom-up, harmonised through development-planning consultations from the sub-district and regency/municipality levels tothe provincial and national levels.

Keywords: *DPRD Policy Considerations; Regional Development.*

A. Introduction:-

The Regional House of Representatives (hereinafter the DPRD) is an element of regional government administration and holds a position equal to that of the regional government, namely the Governor, Regent, or Mayor. The DPRD is entrusted with duties and authority in the administration of regional government and regional development. As part of the regional government administration, the DPRD participates in determining, planning, and implementing governmental and development measures and programmes. The DPRD therefore has a role in determining the success or failure of regional governance and development. A sound partnership between the DPRD and the regional government is consequently required in formulating and implementing policies, programmes, and activities in accordance with their respective duties and functions.

The existence of the DPRD is constitutionally recognised in Article 18 paragraph (3) of the 1945 Constitution of the Republic of Indonesia, which provides that provincial, regency, and municipal governments shall have Regional Houses of Representatives whose members are elected through general elections. In accordance with this constitutional provision, every region has a DPRD whose members are elected by the people. On that constitutional basis, Law No. 17 of 2014 concerning the People's Consultative Assembly, the House of Representatives, the Regional Representative Council, and the Regional House of Representatives, and Law No. 23 of 2014 concerning Regional Government, were enacted to regulate matters ranging from the election of DPRD members to the duties and functions of the DPRD.

As an institution representing the people and forming part of regional government administration, the DPRD participates in designing, deciding, and implementing governmental and development measures in the region. The DPRD embodies the implementation of democracy. Democracy is a system of government from the people, by the

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people, and for the people, in which everyone may participate in decisions affecting their lives as citizens, either directly or through representatives.

Democracy is fundamentally a system of government exercised by the people or, at a minimum, one in which the people participate in deliberating governmental affairs.[1] In democratic theory, representation through an institution such as the DPRD constitutes indirect democracy.[2] Through the DPRD, the people are represented in the formulation of policies, programmes, and activities for regional governance and development in accordance with their needs and interests.

The DPRD has a strategic role in overseeing regional government and development carried out by the regional government. It also oversees the measures, policies, programmes, and activities undertaken by the Regional Head and regional apparatus. The DPRD was established as a people's representative institution to exercise oversight over regional administration, in addition to its functions of forming regional regulations and approving budgets. In a democratic state such as Indonesia, the DPRD is not intended to diminish the authority of the regional government; rather, it serves as a mechanism of checks and balances to ensure that governmental action better protects the public interest.

The essence of the DPRD's existence lies in its role as the people's representative. As a representative institution and an element of regional government administration, the DPRD performs governmental duties together with the regional government, including the formulation of regional development plans such as the Regional Long-Term Development Plan (RPJPD), the Regional Medium-Term Development Plan (RPJMD), and the annual plan or Regional Government Work Plan (RKPD). These plans must reflect the needs and interests of the local community.

The RPJPD, RPJMD, and RKPD, as regional development planning instruments prepared by the regional government through the Regional Development Planning Agency (BAPPEDA), require coordination, synergy, and harmonisation with regional apparatus and stakeholders. The DPRD is one such stakeholder. It has an interest in advocating for the needs and interests of the community, together with the regional government, in formulating regional policies and programmes.

The DPRD contributes to regional development planning through the policy-consideration document, whose substance derives from the results of recess activities and the aspirations conveyed by the public. The DPRD policy-consideration document contains proposed programmes and activities from DPRD members representing their respective electoral districts. Its substance is obtained from recess activities and originates with the people. Accordingly, these policy considerations represent the voices and aspirations of the public or constituents in DPRD members' electoral districts concerning needs that should be fulfilled by the regional government.

DPRD policy considerations are a means through which DPRD members channel public aspirations into regional development planning documents as an expression of the representative system. Government action should consistently be directed towards, or be compatible with, the will of the people. This reflects the implementation of democratic principles in national and civic life, including in the formulation of regional development plans.

The DPRD policy-consideration document also reflects the commitment of each DPRD member to the constituents in their electoral district by proposing programmes and activities suited to the needs and potential of that district. Nevertheless, documents that have been deliberated upon are sometimes not incorporated into the RKPD. Regional governments appear to disregard policy-consideration documents obtained through recess activities or the public's submission of aspirations. Based on the foregoing, this article examines the nature of DPRD recess activities and policy considerations, and the model for formulating a Regional Government Work Plan based on those considerations.

B. RESEARCH METHOD

In light of the substance of the issues examined, this study is normative legal research, namely research that primarily examines positive law, legal principles, legal doctrines, and legal concepts in order to address the legal issues under consideration.[3] This study employs the statutory approach and the conceptual approach.

C. DISCUSSION

I. The Nature of Recess Activities of the Regional House of Representatives

The DPRD's position as an element of regional government administration represents the institutional actualisation of popular sovereignty, as a consequence of decentralisation and regional autonomy within the system

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of government of the unitary State of the Republic of Indonesia. Decentralisation and regional autonomy provide a means for the government to identify and understand the interests and needs of communities in different regions. They are intended to ensure that governmental measures and policies adopted by regional governments genuinely originate from, or respond to, the factual circumstances and needs or interests of local communities.

Decentralisation and regional autonomy have developed in line with the demands and needs of a democratic state to empower regional governmental units to administer governmental affairs independently, on the basis of their own initiatives and policies and in accordance with local conditions. Regional governments are authorised to administer governmental affairs, determine their own regional development policies, take initiatives, develop creativity, and seek the best solutions to problems arising in their respective regions.

As an element of regional government administration, the DPRD exercises legislative, budgetary, and oversight functions in relation to governmental affairs within regional authority and regional development, in accordance with public needs and aspirations and the conditions of the region. As an institutionalised representative body, the DPRD is a political institution that bridges public interests, including in the formulation of regional development plans prepared by the regional government.

The DPRD is obliged to advocate for the interests of the people in the region when governmental policies and development programmes are formulated. The needs and interests of the community must be pursued by the DPRD through regional development plans and programmes, which are deliberated upon and jointly determined with the Regional Head as leader of the regional government.[4] Milton J. Erman states that the DPRD is an executor of popular sovereignty in regional government, and that its authority is based solely on popular sovereignty as contemplated in Article 1 paragraph (2) and Article 18 of the 1945 Constitution.[5]

In carrying out these functions, DPRD members and leaders collect public aspirations as material for formulating governmental policies and regional development plans. Article 96 paragraph (3) of Law No. 23 of 2014 provides that, in carrying out the functions referred to in paragraph (1), the Provincial DPRD collects public aspirations. Article 149 paragraph (3) of the same Law similarly provides that the regency/municipal DPRD collects public aspirations in carrying out its functions.

Provincial and regency/municipal DPRDs are therefore required to collect public aspirations as material for formulating governmental and regional development policies, so that governmental action and regional development plans correspond to the actual needs and factual conditions of the community. The collection of aspirations provides the DPRD with essential information and constitutes a vital source for formulating governmental and development policies at the regional level. Aspirations submitted to the DPRD are expectations that it must advocate as the people's representative when designing regional governmental and development policies.

Public aspirations are collected through recess activities conducted by DPRD members and leaders. Recess is not merely a means of collecting aspirations; it is also a form of moral and political accountability by DPRD members to their constituents in their electoral districts. Through recess activities, the public can participate in the formulation of regional governmental and development policies by communicating their needs for the DPRD's consideration. DPRD members are therefore obliged to absorb and compile their constituents' aspirations through recess activities and follow them up.

The essence of recess lies in its function as a channel of communication between the people, as holders of sovereignty, and DPRD members, who represent that sovereignty. Recess establishes an effective communication channel through which representatives and the people discuss needs and interests requiring the attention or fulfilment of the regional government. It also provides an opportunity for the public to hear reports on the representatives' performance and to express moral and political approval or disapproval of those serving in the DPRD.

Recess is one form of political, bottom-up engagement in the regional development planning system. The people participate indirectly in designing regional development. This process contains two elements. First, an administrative element, as an obligation within regional government administration. Second, and more prominently, a political element, in the sense of maintaining relations with constituents by accommodating community wishes through DPRD members. In practice, the aspirations of communities in an electoral district may be accommodated by the DPRD member who receives their votes.[6]

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Public aspirations constitute a form of participation in governance and development in a democratic state. Democracy requires public involvement in decision-making. Such involvement is an instrument for promoting successful regional governance and development that is of the people, by the people, and for the people. Through the representative system, the people should be involved in the formulation, determination, and implementation of governmental policies.

In practice, however, the people are often treated merely as objects of development. They are not given an opportunity to participate actively in political decision-making. Experience shows that governmental and development programmes may be intended for the people while excluding them from decision-making, with the result that outcomes do not meet expectations. The importance of public participation has not always been properly understood by those planning and implementing regional governmental and development policies.

Regional development should be undertaken by the regional government for the people and with the people. Accordingly, the regional government should address public needs communicated to the DPRD through recess activities and subsequently recorded in the DPRD policy-consideration document. However, DPRD members sometimes visit only selected groups, such as members of their campaign teams. The public may also show little interest in recess activities. These circumstances can result in an absence of reliable information about the needs that DPRD members should accommodate. A breakdown in communication between DPRD members and their constituents may prevent genuine public aspirations and factual community conditions from being properly identified, and may even undermine the representative democratic system as a whole.

In practice, recess activities are often criticised as routine exercises without substantive meaning. DPRD members may gather people at a particular venue rather than visiting communities throughout their electoral districts. Activities intended to collect public aspirations may instead be used to mobilise votes for the next election. There are also allegations of members failing to conduct recess activities while fabricating evidence that they have done so. In some instances, recess activities may consist merely of distributing money without any agenda for collecting public aspirations; fictitious accountability reports may also be prepared despite no recess having taken place.

Accordingly, the essence of DPRD recess activities is that they provide a communication channel between the people, as holders of sovereignty, and DPRD members, as their representatives. Through recess, DPRD members collect and follow up public aspirations and complaints as a form of moral and political accountability to their constituents, with the aim of ensuring that public aspirations are accommodated in the regional government's policies and work programmes.

II. The Nature of the Policy Considerations of the Regional House of Representatives

The DPRD does not merely perform legislative, budgetary, and oversight functions; it also plays an active role in regional development planning. Its involvement in such planning takes place through the formulation of DPRD policy considerations. These considerations contain an analysis of problems experienced by local communities, identified through the collection of public aspirations during recess activities, and are intended to serve as material for preparing regional development planning documents in the form of the Regional Government Work Plan (RKPD).

The DPRD policy-consideration document comprises a compilation of public aspirations concerning community problems, obtained through recess activities, public dialogues, and direct interaction between DPRD members and their constituents. In principle, these policy considerations constitute an examination of local community problems identified through hearings and/or the collection of aspirations during recess activities, and are aligned with development goals and priorities and the region's actual budgetary capacity.

The substance of DPRD policy considerations originates directly from the public. Members of the community provide input to their representatives in the DPRD so that regional development can be designed in accordance with their needs. Through these considerations, the public participates indirectly in formulating regional development plans. As holders of sovereignty, local communities are thus indirectly involved in determining the direction of regional development. DPRD policy considerations may therefore be regarded as an instrument for giving effect to popular sovereignty. The document contains a mandate from the people that should be translated into regional development programmes.

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Community needs are incorporated into the DPRD policy considerations as an expression of public participation in regional development within a democratic state. A fundamental principle of democracy is public participation in determining the direction of government policy, including the formulation of regional development plans. This is consistent with E.E. Schattschneider's view that democracy operates through a competitive political system in which competition for power takes place within a transparent space that allows the public to participate in decision-making.[7]

Democracy and regional autonomy require the people to participate in determining the course of governance and development in accordance with public aspirations and local sociological conditions, thereby bringing government closer to the community. DPRD policy considerations consequently ensure that development is not exclusively technocratic, but is also directed towards actual community needs. They give effect to the principle of development by, from, and for the people and help ensure that regional development reflects public aspirations and wishes. The public also has the right to obtain and provide information concerning state administrators, to receive equal and fair services from state administrators, and to submit responsible suggestions and opinions concerning regional government policies.

Leon Duguit argues that the relationship between the people and parliament is fundamentally based on solidarity: representatives can perform their state duties only in the name of the people, while the people cannot perform those duties without supporting their representatives in determining governmental authority. This creates a division of responsibilities between the people and parliament.[8] Max Boboy, meanwhile, argues that representatives are incorporated into a representative institution to which the represented persons grant a mandate through election. On this view, accountability rests with the representative institution towards the electorate, rather than with each representative as an individual.[9]

The DPRD exists as a regional representative institution tasked with helping fulfil community needs through the exercise of governmental duties and powers conferred by law. Having been mandated to act on behalf of local communities, the DPRD must advocate for the needs of people in its electoral districts, as identified through recess activities and subsequently recorded in the DPRD policy-consideration document. That document is one of the sources for the substance of regional development plans.

When the public participates in regional development planning, a sense of ownership and responsibility towards development can emerge. The public may also support and oversee the implementation of development programmes. The community must therefore be involved and play an active role in ensuring that its interests are accommodated during the preparation of regional development plans through the DPRD policy-consideration document.

DPRD policy considerations serve as a repository for community problems and needs that should be addressed by the regional government. Those matters are to be incorporated into regional development planning documents, which guide the programmes and activities that the regional government must undertake. Without regional development planning documents, governmental measures to meet public needs would lack clear direction.

The exclusion of the public from development administration may result in policies and development measures that do not correspond to factual conditions in the community, even though the purpose of development is to meet community needs. Public participation determines the direction of regional development strategies implemented by the regional government through DPRD policy considerations.

Empirical evidence indicates that regional government bureaucracies sometimes undertake development measures that do not correspond to community needs because the people have not been involved in planning, implementation, or even oversight. Public participation through the submission of aspirations recorded in DPRD policy considerations is a means of ensuring that development responds to community needs rather than the interests of bureaucrats or local elites.

State power is fundamentally recognised as deriving from the people. The people therefore determine and direct the state and, in substance, are the ones who organise public life. The entire system of state administration is intended for the people. Ideally, a state is administered for the people and involves the community as broadly as possible.[10] PadmoWahjono states that supreme power, originating from the people (popular sovereignty), should

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give rise to government of the people, by the people, and for the people; such government must implement the will of the majority as expressed in legal form.[11]

The DPRD, as an institution exercising the people's power, and its members are in a position to understand the needs of communities in their respective electoral districts. The DPRD helps promote and realise regional development through the formulation and preparation of policy-consideration documents. These considerations provide a means of articulating public interests in regional development plans. Regional government programmes should not be exclusively top-down; rather, they should respond to needs at the local level.

Thus, the essence of DPRD policy considerations is that they constitute a document setting out local community views on problems and needs that require the attention or fulfilment of the regional government. The document provides input that guides regional government action in preparing regional development plans in the form of the RKPD. DPRD policy considerations are a concrete manifestation of public participation in assisting the regional government to determine the direction, accuracy, and targets of regional development. They channel public aspirations into regional government policies and programmes through the RKPD. Accordingly, they reflect not only the DPRD's political representative function but also serve as a bridge between the community's actual needs and the development priorities formulated by the regional government.

III. Formulation of the Regional Government Work Plan Based on DPRD Policy Considerations

As explained above, recess activities provide information for formulating DPRD policy considerations, which are intended as input for preparing the RKPD as part of regional development planning to meet the needs of the people. The design of regional development programmes should not merely follow trends or the preferences of regional government administrators. Instead, regional development plans must correspond to the needs and interests of the community. This is consistent with the rationale for transferring governmental authority from the central government to regional governments: bringing governmental functions closer to local communities in view of Indonesia's vast territory and the complexity of social, cultural, and other regional conditions.

In principle, regional development plans, including the RKPD, must be based on factual data and information from the community. Such data and information consist of public aspirations concerning actual needs and interests that the regional government must address through regional development. The objectives of regional development include increasing and distributing public income more equitably, expanding employment and business opportunities, improving access to and the quality of public services, and strengthening regional competitiveness.[12]

Without data and information from the public, governmental measures, activities, and programmes may fail to address the right needs. Regional development plans and public policies prepared by regional governments or members of parliament sometimes conflict with public wishes. Such plans or policies may be pragmatic and directed towards the interests of particular groups.

Information from the public concerning actual needs and interests must form part of the substance of the RKPD. The RKPD should contain local public aspirations relating to needs and interests that the regional government, as part of the state apparatus, is obliged to fulfil. J.H.A. Logemann describes the state as an organisation of authority whose activities are directed towards regulating society as a whole through the exercise of authority.[13] Ni'Matul Huda states that the state is a social institution established to fulfil vital needs; as a social institution, it is not intended to satisfy the specific needs of only one particular group, but rather the needs of the entire population.[14]

Regional government institutions are not established to serve the needs of government officials. Their primary purpose is to fulfil the needs of citizens living in the region. Regional governments must therefore be capable of articulating public aspirations arising from communication between the community and regional government administrators, as an expression of the participatory approach to preparing the RKPD.

The essence of the regional government's responsibility is its obligation to serve and fulfil the needs of citizens in the region through the design of measures, activities, and programmes, including the preparation of the RKPD. The RKPD must be based on data and information from the community, including information already compiled in the form of DPRD policy considerations. Accordingly, those considerations should serve as a primary source for the initial draft RKPD prepared by the regional government.

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In implementing DPRD policy considerations, various obstacles may arise during the preparation of the RKPD. One such obstacle is limited regional fiscal capacity or budgetary resources. Fiscal constraints mean that not all public aspirations compiled in the DPRD policy-consideration document can be realised within a single budget year. This situation may create a negative perception among the public, as though their aspirations have not been adequately pursued, even though regional financial constraints and other factors may in fact prevent their immediate implementation.

In the authors' view, public aspirations should be screened and compiled before the initial draft RKPD is prepared, so that they can inform its substance. The RKPD development-planning consultation forum (Musrenbang) should then provide an opportunity to obtain additional input concerning proposed needs and to verify public proposals. The entire community should be given the opportunity to participate in the Musrenbang, rather than limiting participation to selected stakeholders or particular individuals. To date, the RKPD preparation process has often disregarded DPRD policy considerations, even though their substance originates from the public.

The RKPD should be prepared using regional development planning approaches oriented towards both process and substance. Process-oriented planning employs four approaches: (1) the technocratic approach, using scientific reasoning to achieve regional development goals and targets; (2) the participatory approach, involving various stakeholders; (3) the political approach, translating the elected Regional Head's vision and mission into a medium-term development planning document deliberated upon with the DPRD; and (4) the top-down and bottom-up approach, through which planning outcomes are harmonised in development consultations conducted from the sub-district, regency/municipality, and provincial levels to the national level.

Substance-oriented development planning employs three approaches: (1) the holistic-thematic approach, which considers all elements, components, and development activities as an integrated whole, taking account of interrelated potential, challenges, obstacles, and/or problems; (2) the integrative approach, which combines several areas of authority into an integrated process with a clear focus on achieving regional development objectives; and (3) the spatial approach, which takes spatial dimensions into account in planning.

To date, the preparation of the RKPD by the regional government through the Regional Development Planning Agency (BAPPEDA) has often disregarded DPRD policy considerations. BAPPEDA prepares the RKPD as material for the Musrenbang, and the DPRD's policy considerations are only incorporated during the Musrenbang as an addition to the draft that has already been prepared. The policy considerations should instead be submitted before BAPPEDA prepares the initial draft RKPD. Although the initial draft is discussed through the Musrenbang, that process tends to focus on aligning the draft with the RPJMD and the Government Work Plan (RKP), which may not necessarily accommodate the actual needs of the community. Moreover, the RPJMD contains the Regional Head's vision and mission, which may not necessarily result from an examination of the factual needs of communities throughout the region.

This situation may cause the RKPD to fail to address various needs identified by the public, such as basic service facilities including schools, community health centres (Puskesmas), regional public hospitals, and other facilities related to basic services. Such facilities are regional needs that the regional government is obliged to fulfil in providing public goods as a consequence of regional autonomy. Errors in regional development decisions and measures make it difficult to achieve accurately targeted development priorities.

DPRD policy considerations should be submitted to the regional government as initial material for preparing the initial draft RKPD. In other words, they should constitute a primary data source in preparing that draft. Although the draft RKPD is subsequently discussed through the Musrenbang and aligned with the RPJMD and RKP, those documents may not accommodate actual public needs to the same extent as DPRD policy considerations, whose substance originates directly from the community during recess activities. The RKPD must be based on data and information concerning needs and interests originating from the people themselves. Regional governments sometimes disregard those needs and interests when preparing the RKPD. This reflects subjectivity on the part of regional governments, which may prioritise the exercise of power through a top-down approach while disregarding public aspirations. Aspirations submitted to DPRD members during recess activities and recorded in DPRD policy considerations are often overlooked by the regional government in preparing the RKPD. In doing so, the regional government disregards factual information about the community conveyed to the DPRD.

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This condition is reflected in regional development measures, activities, and programmes that do not focus on the actual needs and interests of the community. This may contribute to poverty and economic disparities between regions, particularly in archipelagic areas whose islands are separated from one another and located far from centres of government, such as sub-district, regency/municipal, or provincial capitals.

Archipelagic regions face numerous infrastructure constraints, particularly in transportation and inter-island connectivity, as well as limited access to basic services. Communities have communicated these conditions to DPRD members during recess activities, and DPRD members have directly observed them. These circumstances demonstrate disparities in development between areas within a region.

There may be a gap between the regional development performance achieved and the performance planned, as well as between future targets and present factual conditions. Potential regional development problems generally arise from factual conditions whose potential has not been optimally utilised, weaknesses that have not been addressed, opportunities that have not been taken, and threats that have not been anticipated. Identifying regional development problems aims to determine the factors influencing the success or failure of past regional development performance. Such problems should be identified by governmental function or sector, including where one matter has a particularly strong influence on problems in other sectors.

Regional governments should be more responsive in addressing the needs and interests of local communities. Development must correspond to public aspirations and local conditions. Accordingly, the regional government should prepare the RKPD on the basis of factual information originating from the public during recess activities and compiled in DPRD policy considerations. As previously explained, the DPRD conducts recess activities as an instrument for preparing its policy considerations, which are then submitted to the regional government for the preparation of the initial draft RKPD.

Incorporating DPRD policy considerations into the RKPD demonstrates the regional government's openness and transparency in accommodating public interests and its accountability to the public. Public openness strengthens the accountability of the government bureaucracy. Nogroho argues that public information transparency is a foundation for preventing abuse of authority and strengthening bureaucratic accountability, and can encourage public participation in overseeing public institutions.[15] When the government accommodates DPRD policy considerations in the RKPD, this can improve public services and strengthen public trust. The accommodation of public interests in the RKPD also strengthens public oversight of regional government programmes.

To date, the initial draft RKPD has often been prepared by BAPPEDA without first screening public aspirations, even though a Musrenbang is subsequently held after the draft has been prepared. Public participation in the Musrenbang is, however, limited to community leaders, and the forum tends to focus on aligning the RKPD with the RPJMD and RKP. Furthermore, input submitted by stakeholders during the Musrenbang is not necessarily incorporated into the RKPD; DPRD policy considerations submitted to BAPPEDA are also sometimes omitted.

A regional development planning model that responds to community needs should adopt participatory planning. This approach gives all components of society the widest possible opportunity to participate in determining policies, programmes, and priority scales for development activities. The outcomes of planning deliberations should be used as a data-based foundation, while ensuring public involvement in producing planning documents that are forward-looking, implementable, and have a tangible impact on regional welfare. The RKPD planning process should therefore be participatory.

When the community is involved in planning, the approach is bottom-up, meaning that the substance of the plan originates from the people. Public participation, particularly in regional development, is a primary requirement for achieving sound development in the region. Meaningful participation helps ensure that regional development reflects the wishes of the local community. When the public participates in preparing the RKPD, the process becomes transparent and accountable to the people as holders of sovereignty. The entire RKPD planning process should be open to ensure that public proposals are considered fairly and that decisions can be accounted for.

The substance of the RKPD must not disregard public aspirations concerning the sociological or empirical conditions of the needs and interests of all communities in the region. Such aspirations are conveyed through various channels of political communication, including DPRD recess activities and the Musrenbang, both of which are instruments for preparing the RKPD.

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The existence of DPRD policy considerations containing public aspirations is an expression of public participation in regional development administration. Regional development requires public involvement and participation in a democratic state. Such participation forms part of the top-down and bottom-up approaches to preparing the RKPD, alongside the technocratic and political approaches. Public participation is an essential element and an indispensable requirement of democratic governance. The people participate, directly or indirectly, in political processes and governmental and development decision-making.

IV. CONCLUSION

DPRD recess activities constitute a communication channel between the people, as holders of sovereignty, and DPRD members, as representatives of the people's sovereignty. Through recess activities, DPRD members collect and follow up public aspirations and complaints, which are compiled in the DPRD policy-consideration document. The essence of DPRD policy considerations is that they constitute a document recording local community views on problems and needs requiring the attention or fulfilment of the regional government. These considerations provide a means of channelling public aspirations into regional government policies and programmes incorporated into the RKPD.

The regional government's preparation of the RKPD has often disregarded DPRD policy considerations. The regional government prepares the RKPD as material for the Musrenbang and only incorporates DPRD policy considerations during that forum, as an addition to the draft already prepared. The policy considerations should instead be submitted before the initial draft RKPD is prepared. The RKPD should be formulated using regional development planning approaches oriented towards both process and substance. Process-oriented planning employs four approaches: (1) technocratic, using scientific reasoning to achieve regional development goals and targets; (2) participatory, involving various stakeholders; (3) political, translating the elected Regional Head's vision and mission into a medium-term development planning document deliberated upon with the DPRD; and (4) top-down and bottom-up, harmonised through development-planning consultations from the sub-district and regency/municipality levels to the provincial and national levels.

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