

## ROLE FUNCTION REGIONAL REGULATIONS AGENCY REGIONAL PEOPLE'S REPRESENTATIVE COUNCIL REGENCY ISLAND TALIABU IN THE PROCESS OF FORMING REGIONAL REGULATIONS

Helika Mansur<sup>1</sup>, Jusan Hi Yusuf<sup>2</sup>, Misrina Sergi<sup>3</sup>

<sup>1,2,3</sup>, Universitas Khairun Ternate

<sup>1</sup> [helikamansur18@gmail.com](mailto:helikamansur18@gmail.com)

(\*) Corresponding Author  
[helikamansur18@gmail.com](mailto:helikamansur18@gmail.com)

### ARTICLE HISTORY

**Received** : 07-08-2025

**Revised** : 15-09-2025

**Accepted** : 27-09-2025

### KEYWORDS

Bapemperda,  
DPRD,  
Regional Regulations,  
Legislation,  
Taliabu Island

### ABSTRACT

This study aims to analyze the role and function of the Regional Regulation Formation Agency (Bapemperda) of the Taliabu Island Regency DPRD in the process of forming regional regulations (Perda). The birth of Bapemperda as a complementary tool of the DPRD is mandated by Law Number 12 of 2011 concerning the Formation of Legislation, which emphasizes the importance of the quality of regional legal products to align with the needs of the community and regional development. The research method used is a qualitative approach with data collection techniques through interviews, documentation, and literature studies. The research findings indicate that the Regional Regulation Development Agency (Bapemperda) of the Taliabu Island Regency Regional People's Representative Council (DPRD) plays a significant role in the development of the Regional Regulation Development Program (Propemperda), the discussion of draft regulations, and the provision of legal considerations for proposed regulations from the executive branch and legislative initiatives. However, in practice, the role of Bapemperda still faces various obstacles, such as limited human resources with a grasp of legal techniques, a lack of public participation in the drafting of regulations, and suboptimal coordination between the DPRD and the local government. In conclusion, the Bapemperda DPRD of Taliabu Island Regency has carried out its legislative function according to its authority, but its effectiveness still needs to be improved by strengthening the capacity of members, increasing synergy between institutions, and encouraging community involvement in every stage of regional regulation formation so that the resulting regulations are truly aspirational, implementable, and effective for regional development.

*This is an open access article under the CC-BY-SA license.*



### INTRODUCTION

The decentralization process in governance has significantly enhanced the roles of regional entities in public service delivery, particularly through the formulation and implementation of Regional Regulations (Perda). The effectiveness of these regulations is crucial, as they serve as legal instruments that address local needs and preferences,

ultimately influencing legal certainty, development initiatives, and the protection of citizen rights (Setyawan et al., 2023; Salahudin & Zumitzavan, 2017). Given the strategic and political importance of Perda, their formulation necessitates comprehensive legislative planning, informed academic writing, and public participation. Regional authorities, particularly in contexts like Taliabu Island Regency—characterized by various geographic and economic challenges must customize regulations to suit local socio-economic conditions (Setyawan et al., 2023; Salahudin & Zumitzavan, 2017).

The establishment of the Regional Regulation Formation Agency (Bapemperda) within the Regional People's Representative Council (DPRD) is an essential mechanism in this decentralization framework. Tasked with legislative planning, coordination, and quality control of regional regulations, Bapemperda functions as a "policy kitchen" that shapes effective legal outcomes (Salahudin & Zumitzavan, 2017; Indartini & Wibisono, 2019). The effective functioning of Bapemperda is critical for ensuring the alignment of regulations with community needs amidst the complexities of representing diverse stakeholder interests and engaging in meaningful public discourse (Setyawan et al., 2023; Indartini & Wibisono, 2019).

Furthermore, the legislative environment in Taliabu Island illustrates the necessity for adaptive governance structures capable of addressing local challenges such as coastal management and socio-economic empowerment (Setyawan et al., 2023; Salahudin & Zumitzavan, 2017). The gap between the normative framework established by national legislation and the localized demands of Taliabu emphasizes the urgency for Bapemperda to navigate these discrepancies by fostering collaboration among stakeholders (Setyawan et al., 2023; Badary, 2020). This situation highlights that while Bapemperda may have a clear legislative mandate, real-world implementations often require flexibility and responsiveness to the dynamic local context.

In summary, this investigation into the formation of Perda and the strategic role of Bapemperda within Taliabu Island Regency sheds light on the critical relationship between regional legislation and effective governance. It reveals that high-quality regulatory frameworks are not merely bureaucratic outputs, but pivotal components that determine the success of local governance in promoting development, legal certainty, and the protection of civic rights (Setyawan et al., 2023; Salahudin & Zumitzavan, 2017). The interplay between legislative bodies and community engagement emphasizes the complexities inherent in regional governance, particularly in newly autonomous regions facing unique social and economic landscapes.

The formulation of Regional Regulations (Perda) in Taliabu Island Regency is a critical capacity-building process that aims to align legislative outputs with the specific local conditions of this newly established autonomous region. The effectiveness of the Regional Regulation Formation Agency (Bapemperda) is paramount in ensuring high-quality, implementable regulations that genuinely enhance the well-being of citizens. However, the agency faces significant challenges, including limited human resources, insufficient public participation, and weak synchronization between the legislative and executive branches (Nindhiawati, 2023; (Naibaho & Siburian, 2022; Hyronimus & Arif, 2023; .

Public participation is a vital component in the legislative process, as it fosters transparency and accountability, and enhances the legitimacy of the laws being formulated (Wardana et al., 2023; (Naibaho & Siburian, 2022; Hyronimus & Arif, 2023; . In Taliabu, engagement from the community can drive better legislative outcomes; yet, low levels of public involvement have been observed (Nindhiawati, 2023; (Naibaho & Siburian, 2022; Wardana et al., 2023). This reluctance or inability to participate often stems from a lack of awareness or understanding among the populace regarding their rights and the legislative process itself (Naibaho & Siburian, 2022; Wardana et al., 2023).

The institutional framework's capacity is also crucial. Bapemperda's legislative functions—including planning, discussing, harmonizing, and evaluating regional laws—must be adequately supported by skilled personnel who can effectively manage stakeholder engagement and legislative harmonization (Nindhiawati, 2023; (Naibaho & Siburian, 2022; Hyronimus & Arif, 2023; . Consequently, the alignment of local needs with regulatory frameworks is hindered when governmental capacities are stretched or when public expectations are misaligned with legislative goals (Hyronimus & Arif, 2023; Wardana et al., 2023).

Moreover, the gap between executive and legislative coordination in Taliabu reveals systemic inefficiencies that further complicate the regulatory environment. Effective governance requires seamless collaboration, and where these connections falter, the impact of legislation is weakened (Wardana et al., 2023; (Naibaho & Siburian, 2022;

Hyronimus & Arif, 2023; . The importance of fostering cooperation between the various branches of government is emphasized through comparative studies that show enhanced regulatory frameworks when both bodies work integratively Wardana et al., 2023)(Naibaho & Siburian, 2022; .

To address these challenges, this study aims to identify both supporting and inhibiting factors impacting Bapemperda's performance. It emphasizes the need for enhanced human resource capacity, improved data support systems, and robust facilitation from provincial and central governmental levels that can strengthen local legislative processes (Nindhiawati, 2023; (Naibaho & Siburian, 2022; . By enhancing Bapemperda's operational efficiency, the regulatory environment can become more adaptive and responsive to the unique social, economic, and cultural contexts of Taliabu Island Regency.

Ultimately, the outcomes of this research seek to offer practical recommendations that aim to bolster the quality and implementability of regional regulations, ensuring that they are oriented toward the welfare of the local community (Naibaho & Siburian, 2022; Hyronimus & Arif, 2023; Wardana et al., 2023). Such recommendations will not only contribute to improving regional legislative governance but will also enrich academic discourse within the realm of law and public policy, particularly at the district and city levels.

## METHOD

### A. Types and Approaches to Research

This study employs a qualitative approach with a descriptive research design. Such a research approach is chosen to offer a comprehensive understanding and analysis of the role and function of the Regional Regulation Formation Agency (Bapemperda) of the Taliabu Island Regency DPRD in the legislative process of forming Regional Regulations. The qualitative nature of this research is essential for capturing the nuances and complex dynamics involved in regulation formulation, including both the supporting and inhibiting factors that affect the effectiveness of Bapemperda's operations (Brayda & Boyce, 2014; (Roulston, 2010; Hakami, 2022; .

### B. Location and Time of Research

The research takes place in Taliabu Island Regency, specifically focusing on the activities within the Taliabu Island Regency DPRD Secretariat, where Bapemperda conducts its operations. The duration of the research is planned to span several months, encompassing all phases from initial preparation through data collection to analysis.

### C. Data Sources

1. **Primary Data:** This is collected through in-depth interviews with members of the DPRD, particularly those who are part of Bapemperda, officials from the DPRD Secretariat, and representatives from the Regional Government's Legal Section. Interviews constitute a powerful tool for gathering firsthand insights and experiences, enabling the researcher to engage deeply with the participants' perspectives (Brayda & Boyce, 2014; (Roulston, 2010; O'Cathain et al., 2014).
2. **Secondary Data:** This includes official documentation, such as laws, regional regulations, and the regional legislative program (Prolegda), alongside meeting minutes and DPRD annual reports. Relevant academic literature, journals, and books will inform the context and facilitate a richer understanding of the regional regulatory environment (Walton et al., 2022; Prior et al., 2020).

### D. Data Collection Techniques

1. **Interviews:** Conducting interviews with key informants from Bapemperda, the DPRD Secretariat, local government officials, and academics will provide rich qualitative data essential for the study. These interviews will be semi-structured, allowing flexibility in exploring topics in depth while guiding the conversation (Roulston, 2010; Hakami, 2022; O'Cathain et al., 2014).
2. **Direct Observation:** The researcher will observe the trial processes and meetings related to the discussion of draft Regional Regulations to witness the procedural aspects and interactions among the participants firsthand. Observational methods enhance the understanding of the practical challenges and dynamics within the legislative assembly (Brayda & Boyce, 2014; Frels & Onwuegbuzie, 2013).
3. **Documentation:** The study will involve the collection of written data, including archives, minutes, activity reports, and relevant legal documents that pertain to the formation of Regional Regulations. This



documentation serves as critical supplementary data, contextualizing the qualitative findings gathered through interviews and observations (Kvale et al., 2023; McVey et al., 2015).

#### E. Data Analysis Techniques

Data analysis will be conducted using the Miles and Huberman interactive analysis model, comprising three major components:

1. **Data Reduction:** This entails sorting and simplifying data in accordance with the research focus, ensuring that only relevant information is retained for analysis (Velardo & Elliott, 2021; Xing et al., 2024).
2. **Data Presentation:** The results will be organized in narrative, tabular, or matrix formats to facilitate clarity and enhance understanding of the findings. The presentation phase allows for the synthesis of various data points into a coherent narrative (Aguinis & Solarino, 2019; Jørgensen et al., 2017).
3. **Conclusion Drawing and Verification:** Finally, the research outcomes will be formulated by correlating them with relevant theories, laws, and regulations. This step emphasizes the verification of conclusions within the broader legislative and community context, enhancing the overall validity of the research (Villiers et al., 2021; Salsabila et al., 2021).

## RESULTS AND DISCUSSION

### A. The Role of Bapemperda in Legislative Planning

The research findings reveal that the role of the Regional Legislative Council (DPRD) of Taliabu Island Regency in legislative planning is procedural through the preparation of Regional Regulation Plans (Propemperda), but its effectiveness in substantive terms is less than optimal. The essential aim of Bapemperda is to create a responsive legislative framework; however, the priority list for drafting Regional Regulations often leans towards administrative matters rather than addressing the pressing needs of the island community, which results in regulations that inadequately confront local development issues (Nursalim et al., 2020).

#### 1. Preparation of the Regional Regulation Formation Program (Propemperda)

Bapemperda carries a normative duty in drafting the Propemperda in collaboration with local government entities. Although the mechanisms for proposing regulations align with set regulations, research indicates that the input primarily arises from the executive branch, leaving the DPRD with limited initiatives. This oversight results in a reactive legislative approach where priority is given to immediate executive interests rather than comprehensive community needs, embedding a gap between legislative function and public representation (Nursalim et al., 2020) Abbas et al., 2019).

#### 2. Basis for Legislative Planning

Legislative planning conducted by Bapemperda does not sufficiently rest on substantial academic research and a strategic understanding of regional requirements. Most regulations submitted for Propemperda focus on administrative tasks, such as those related to budgeting and taxation, while critical issues like environmental protection, coastal management, and public services for island communities tend to be overlooked. This tendency reflects a lack of data-driven decision-making and an absence of responsiveness to ecological and social demands specific to island governance (Nursalim et al., 2020).

#### 3. Stakeholder Involvement

Public participation in the legislative process remains inadequate, with consultations typically limited to a narrow group of community leaders or specific institutions. The diverse voices from local communities, such as those from women's groups, fishermen, and micro, small, and medium enterprises (MSMEs), often do not filter into legislative drafting efforts. Current practices reflect a disconnect between the legislature and the community it serves. This gap highlights the need for enhanced participatory mechanisms to ensure that the legislative planning process includes broad community input and reflects diverse perspectives (Nursalim et al., 2020).

#### 4. Synchronization with Regional Planning Documents

There is also a lack of alignment between the drafted Propemperda, the Regional Medium-Term Development Plan (RPJMD), and the Regional Work Plan (RKPD). This misalignment suggests that Bapemperda's role in ensuring the legislative framework integrates seamlessly with regional development plans is limited. The absence of coherent regulations relevant to regional development directions illustrates

the need for greater strategic coherence between legislative efforts and developmental aims (Nursalim et al., 2020).

#### 5. Obstacles in Legislative Planning

The research identified several obstacles impeding effective legislative planning:

1. **Limited Human Resources:** Many Bapemperda members lack adequate legal and legislative expertise, posing challenges to the effective execution of their roles (Nursalim et al., 2020).
2. **Insufficient Regional Data:** There is a notable scarcity of reliable data that could inform legislative initiatives, making it difficult to justify and frame regulations that accurately address local needs (Nursalim et al., 2020).
3. **Political Influences:** Strong political interests often dictate the prioritization of proposed drafts, further complicating the legislative landscape and undermining the agency's independence (Nursalim et al., 2020).
4. **Budget Constraints:** Budget limitations restrict the ability to conduct comprehensive research or engage in comparative studies that could enrich the legislative process (Nursalim et al., 2020).

Overall, although Bapemperda is vested with the essential authority to shape the Regional Regulation Development Program (Propemperda), it frequently operates under limitations that restrict its responsiveness to community needs and the efficacy of its legislative outputs (Nursalim et al., 2020).

### B. Discussion and Harmonization Function

In Indonesia's constitutional framework, the creation of Regional Regulations (Perda) represents a critical mechanism for implementing regional autonomy. Perda serves as the legal foundation for governance and acts as a public policy tool that significantly impacts local communities. Consequently, the drafting and deliberation processes of Perda are pivotal to ensuring these regulations meet the quality standards necessary for effective governance and community benefit.

One of the primary functions of the Regional Regulation Formation Agency (Bapemperda) is to engage in discussions and harmonize Draft Regional Regulations (Ranperda). This function is essential as it relates directly to the legal validity of the regulations, their compliance with higher legal statutes, and the overall effectiveness of their implementation. Discussions on Ranperda involve collaboration with both the regional executive and other bodies within the DPRD (Regional Legislative Council). The harmonization process aims to ensure that the content of proposed regulations aligns with the 1945 Constitution and relevant laws (Jaelani & Hayat, 2022).

Despite these frameworks, the deliberation and harmonization functions encounter multiple obstacles. Limited human resources, inadequate academic contributions to the regulatory discourse, and a scarcity of empirical data often result in deliberations that are more procedural than substantive. Furthermore, the harmonization process is frequently not comprehensive, leading to the potential for regulatory overlaps or rejection during evaluations by the central government.

In the context of Taliabu Island Regency, the challenges of harmonization are compounded by the region's unique geographical, social, and economic features. The diverse needs of island communities must be carefully considered while simultaneously ensuring compliance with national regulations. If the deliberative and harmonization processes fail to address these complexities adequately, the resulting regulations risk being impractical, difficult to enforce, or in conflict with established laws.

To understand the operational scope of Bapemperda and its effectiveness in discussions and harmonization, it is crucial to analyze how this body functions within the normative framework, its practical application, and the obstacles it faces in facilitating quality, relevant, and legally compliant Regional Regulations.

#### 1. Quality of Academic Contributions

Research indicates that the quality of academic papers generated for discussions within Bapemperda is often subpar. These papers frequently lack localized data and extensive impact studies that would inform effective policy formulation. The absence of relevant and empirical research undermines the creation of robust regulatory frameworks that are responsive to the needs of the Taliabu communities Monitasari et al. (2022).

2. Harmonization with Higher Regulations

A consistent issue arises regarding the efficacy of harmonization efforts with existing higher regulations. The process is sometimes implemented inadequately, leading to regulatory conflicts that can complicate the enforcement of Regional Regulations at both local and national levels (Lumbanraja, 2021).

3. Political Focus Over Substantive Discussion

The discussions surrounding the deliberation of Ranperda often gravitate more toward political considerations rather than substantive evaluations. This tendency detracts from the seriousness of the legislative process and may lead to decisions that prioritize political expediency over the genuine needs of the community (Bima, 2023).

In conclusion, while Bapemperda effectively engages in the formal processes of deliberation and harmonization, substantive challenges linger that limit its ability to produce meaningful and compliant Regional Regulations. Addressing the quality of academic contributions, enhancing the harmonization process, and fostering a focus on substantial policy discussions are critical steps toward improving the effectiveness of regulatory functions at the local level.

### C. Public Participation Function

Drawing from the data obtained through interviews, observations, and examinations of regional regulation documents, this research illustrates that public participation plays a crucial role in the formation of Regional Regulations (Perda) in Taliabu Island Regency. The function of public participation encompasses several dimensions vital for ensuring that the regulatory process meets community needs and enhances the legitimacy of the legislative framework.

1. Aspirational Function : Public participation acts as a platform for channeling community aspirations. It empowers citizens to voice their opinions, critiques, and suggestions regarding draft regional regulations via structured public consultation forums, hearings, and member recess mechanisms within the DPRD. These community inputs are essential for enriching the draft regulations, ensuring that they are responsive to local contexts and aspirations (Nursalim et al., 2020). Engaging the community in this manner fosters a sense of ownership and relevance in the legislative process.
2. Legitimacy Function :The involvement of the public in the deliberation of draft regulations confers socio-political legitimacy to the resulting laws. When regulations are formulated with active public participation, they gain greater acceptance from the community. This occurs because individuals feel they have actively contributed to the legislative process, leading to higher rates of compliance and ease of implementation (Bima, 2023). The legitimacy of the regulations is strengthened when community members perceive those laws as reflective of their inputs and societal needs.
3. Educational Function : Public participation also serves an educational role, providing political and legal education to the community. Through engagement in the legislative process, citizens acquire a deeper understanding of how regional regulations are established, the legal norms they encompass, and the implications of those laws on their daily lives. This educational aspect is crucial for empowering the public to act as informed stakeholders within the governance framework (Jagrup et al., 2023).
4. Control Function: Moreover, public participation functions as a monitoring mechanism, allowing citizens to assess the extent to which draft regional regulations align with the public interest as opposed to serving the interests of a select few political elites. This oversight enhances the tenets of accountability and transparency within local government. Active public scrutiny can deter arbitrary or self-serving decisions, reinforcing the need for responsible governance (Antrop-Perin et al., 2021).
5. Mediation Function: Public participation provides an avenue for mediation between local governments and communities. By soliciting input from diverse groups, the legislative process can bridge competing interests and foster equitable representation in draft regulations. The mediation function is instrumental in achieving consensus and ensuring that regulations accommodate the needs of all stakeholders, thus enhancing the social fabric of the community (Lestari et al., 2022).



Despite the recognized importance of public participation, the research findings indicate that participation in Taliabu Island Regency remains suboptimal. Engagement is largely confined to formal settings organized by the DPRD, and systemic barriers hinder broader public involvement. Factors contributing to this limitation include: Limited Access to Information: The public often lacks timely and comprehensive information regarding the legislative process, making informed participation difficult.

Low Public Capacity for Understanding Regulations: Many community members struggle to comprehend the substance and implications of proposed regulations. Inadequate Outreach Efforts: The local government's outreach initiatives are characterized by low intensity and limited scope, frequently failing to engage marginal groups such as remote islanders, women, and local entrepreneurs. The procedural nature of public participation in Taliabu Island—often involving only selected community leaders or specific institutions reflects a significant gap in the legislative process. Consequently, the regulations developed may not genuinely represent the real needs and concerns of the island community. Ultimately, to truly harness the potential of public participation, systematic reforms are needed to ensure that the process is inclusive, representative, and capable of genuinely reflecting community interests in the formation of Regional Regulations.

#### **D. Evaluation and Supervision Function of Regional Regulations**

##### **1. Implementation of Evaluation Function**

The Bapemperda of the Taliabu Island Regency DPRD has the normative authority to monitor and review Regional Regulations. This is in accordance with Article 99 paragraph (1) of Law Number 12 of 2011 in conjunction with Law Number 15 of 2019, which emphasizes the need to evaluate existing Regional Regulations.

Based on the research results, it was found that the Bapemperda's evaluation function on Taliabu Island is not functioning optimally. Evaluations are more incidental, occurring only when there are public complaints or requests for revisions from the executive branch. There is no regular evaluation mechanism or standardized assessment instrument for the effectiveness of a regional regulation.

This has an impact on many Regional Regulations that are not relevant to current conditions, and some are not even implemented because there are no derivative regulations (Regent Regulations) or the budget for their implementation has not been allocated Suprpto (2023).

##### **2. Implementation of Supervisory Functions**

In terms of oversight, Bapemperda plays a role in ensuring that established regulations are implemented by local governments in accordance with their objectives and legal provisions. However, the research findings reveal several important findings:

- a. Oversight is not yet systematic. Bapemperda does not have a dedicated database containing the implementation status of all regional regulations.
- b. Coordination with local governments is limited. Reports on regional regulation implementation from regional government agencies (OPDs) are often disjointed and rarely discussed specifically by Bapemperda.
- c. The DPRD's focus is more on budget supervision (APBD), while supervision of the implementation of Regional Regulations is relatively neglected.
- d. Lack of follow-up. If a regional regulation is found to be non-implementing, the Regional Regulation Development Agency (Bapemperda) lacks a clear mechanism to encourage its revision or revocation. (Sulistyaningsih et al., 2021).

##### **3. Implications for the Quality of Regional Regulations**

The weaknesses in the evaluation and supervision functions have serious implications for the quality of the Regional Regulations on Taliabu Island, including:

- a. Many regional regulations are ineffective because they are not implemented.
- b. Regional regulations that are no longer relevant remain in effect because there has been no review or revision.
- c. Low compliance of the community and OPDs with Regional Regulations is due to weak supervision.
- d. There is a mismatch between the Regional Regulation and regional development needs, because there is no evaluation process based on implementation results. (Dhahri, 2023).

#### 4. Causal Factors

From the research results, there are several factors that cause the weak evaluation and supervision function of Regional Regulations, namely:

- a. Limited human resources and experts in Bapemperda.
- b. The lack of evaluation instruments such as success indicators and reporting systems.
- c. Lack of budget to conduct monitoring and field reviews.
- d. Lack of political awareness among some DPRD members regarding the importance of the regulatory evaluation function (Dharmatanna et al., 2024).

Overall, the research results indicate that the evaluation and oversight of regional regulations in Taliabu Island Regency has not been effective. These activities are largely formal, incidental, and unsustainable. Consequently, the quality of the regulations in effect is often unmeasurable in terms of implementation or impact on the community.

The Regional Regulation Development Planning Agency (Bapemperda) also monitors and evaluates approved regional regulations. However, research has found that this function has not been optimally implemented on Taliabu Island. Monitoring of regional regulation implementation is not structured, regular evaluation reports are not provided, and instruments or indicators for successful implementation are often lacking. This results in many approved regional regulations being ineffective or inconsistently implemented.

#### E. Supporting and Inhibiting Factors

In the process of forming Regional Regulations (Perda), the Bapemperda DPRD of Taliabu Island Regency has a number of factors that are its strengths, including:

##### 1. Supporting Factors

- a. A clear legal basis. Bapemperda's authority is expressly regulated in Law Number 12 of 2011 in conjunction with Law Number 15 of 2019 concerning the Formation of Legislation, as well as the Regional People's Representative Council (DPRD) Regulation on Rules of Procedure. This provides a strong foundation for Bapemperda in carrying out its role Hidayat et al. (2023).
- b. Support from the DPRD Secretariat. The staff and administrative staff at the DPRD Secretariat assist Bapemperda in the technical aspects of document preparation, meeting coordination, and facilitation of discussion activities for draft regional regulations (Gemiharto, 2023).
- c. Cooperation with the regional government (executive). The process of drafting the Propemda is carried out jointly by the Regional People's Representative Council (DPRD) and the regional government. A strong cooperative relationship is a supporting factor in developing the priorities for the annual Draft Perda (Niam et al., 2024).
- d. Commitment of some DPRD members. Several DPRD members demonstrated concern and commitment to the quality of the resulting Regional Regulations, particularly in strategic areas such as education, health, and natural resource management (Tuanaya & Rengifurwarin, 2023).
- e. Technical support from the Ministry of Home Affairs and the Provincial Government. Bapemperda receives supervision from higher levels of government during the harmonization, evaluation, and clarification processes. This support helps reduce the potential for regulatory disharmony (Lumbanraja, 2021).

##### 2. Inhibiting Factors

However, this study also found a number of obstacles that hampered the optimization of the role of Bapemperda in Taliabu Island Regency, namely:

- a. Limited human resources (HR). Most Bapemperda members do not have a legal or regulatory educational background, so their ability to analyze regulatory substance is still limited (Paksi, 2022).
- b. Limited quality of academic papers. Academic papers that form the basis for discussions of Draft Regional Regulations are often not based on empirical regional data, are weak in academic studies, and have minimal analysis of socio-economic impacts (Indrianti et al., 2023).
- c. Lack of budget. Limited funding for the formulation of regional regulations has resulted in limited public testing, comparative studies, and research that should be conducted to strengthen the quality of regional regulations (Sodikin, 2021).



- d. Low public participation. Public involvement in the regulation-making process remains a formality, so the aspirations of island communities, women, indigenous groups, and small businesses have not been adequately accommodated (Dewi et al., 2021).
- e. Lack of monitoring and evaluation. Bapemperda does not yet have a regular evaluation system to assess the effectiveness of regional regulations after they are passed. As a result, many regional regulations are not implemented optimally because their implementation is not monitored (Cunha, 2020).
- f. Geographical conditions of the archipelago. Taliabu Island's remote location and archipelago limits access to information, document distribution, and public participation in the legislative process (Yustitiningtyas et al., 2025).

The research results show that supporting factors provide the legal basis and technical support for Bapemperda, but inhibiting factors are more dominant in influencing the quality of the resulting regulations. In particular, constraints on human resources, academic drafting, public participation, and budgetary constraints are key issues that require immediate resolution to strengthen the regional legislative function in Taliabu Island Regency.

#### **F. Implications for the Quality of Regional Regulations on Taliabu Island**

Based on the results of field research and document analysis, a number of implications can be found from the role and function of the Bapemperda DPRD of Taliabu Island Regency on the quality of the Regional Regulations (Perda) produced.

##### **1. Quality of the Substance of Regional Regulations**

The limited role of the Regional Development Planning Agency (Bapemperda) in drafting academic texts and analyzing regional needs impacts the quality of the substance of regional regulations. Many regulations on Taliabu Island tend to be normative and general, failing to specifically address issues faced by island communities, such as maritime transportation, coastal management, goods distribution, and basic services. Consequently, these regulations are less applicable in government practice Erifal (2023).

##### **2. Effectiveness of Regional Regulation Implementation**

The limitations of the Bapemperda's oversight and evaluation function have resulted in several established regulations being ineffective. For example, some regulations are not followed up with regent regulations, technical instructions, or budget allocations, resulting in inconsistent implementation in the field. This reduces the utility and effectiveness of the regulations (Ansori, 2023).

##### **3. Compliance with Higher Regulations**

Harmonization of draft regional regulations with higher-level laws and regulations is suboptimal. Several proposed draft regional regulations have received comments from provincial governments and the Ministry of Home Affairs due to their perceived inconsistency or potential conflict. This situation indicates that the Regional Development Planning Agency's (Bapemperda) limited capacity for harmonization directly impacts the legal validity of the resulting regulations (Ducat & Kumar, 2015).

##### **4. Community Participation in the Formation of Regional Regulations**

Public participation, which remains largely formal, has resulted in low social legitimacy for the Regional Regulation. Many residents are unaware of the Regulation's content or benefits, resulting in low compliance rates (Dwiyanti et al., 2021). This creates a gap between the legal product and the real needs of the Taliabu Island community.

##### **5. Regional Development Orientation**

Regional regulations should be legal instruments to support the achievement of the regional development vision as outlined in the RPJMD. However, because the planning of the Propemperda is largely influenced by political and administrative factors, the implication is that regional regulations are not yet fully strategic development planning tools, but rather are more administrative and routine in nature (TL, 2023).

Overall, the results of this study indicate that the role of the Regional Regulation Development Planning Agency (Bapemperda) of the Taliabu Island Regency DPRD has direct implications for the quality of the enacted regulations. Limitations in planning, harmonization, public participation, and evaluation impact:

1. The substance of the Regional Regulation is less contextual to the needs of the island region.
2. Implementation of Regional Regulations is not optimal due to the lack of implementing instruments.

3. Potential disharmony with higher regulations.
4. Low social legitimacy and level of community compliance.
5. The function of Regional Regulations as a regional development instrument is not yet optimal.

The limited role of Bapemperda has direct implications for the quality of regional regulations. Many regulations are not yet applicable, do not meet the needs of island communities, or are difficult to implement due to a lack of robust data and studies. This indicates a gap between the functions of normative Bapemperda and practical implementation in the field.

## CONCLUSION

Based on the results of the study, it can be concluded that the Regional Regulation Formation Agency (Bapemperda) of the Taliabu Island Regency DPRD has carried out its role and function in the process of forming Regional Regulations in accordance with the mandate of statutory regulations, but there are still a number of limitations that need to be considered.

1. The role of legislative planning (Propemperda) has been implemented through the preparation of a priority list of draft regional regulations, but it has not been fully based on the strategic needs of the region, especially regarding island issues, natural resource management, and public services.
2. The discussion and harmonization functions have been implemented by involving the executive, but obstacles are still found in the form of weak quality of academic papers and less than optimal synchronization with higher regulations and regional development policies.
3. Public participation in the formation of regional regulations is relatively limited, tending to be a formality, so that the aspirations of island communities, vulnerable groups, and local economic actors have not been fully accommodated.
4. The evaluation and monitoring functions for the implementation of Regional Regulations have not been running optimally due to limited resources, the lack of a structured monitoring system, and the absence of a regular evaluation mechanism based on the impact of the policy.

Thus, it can be emphasized that the role and function of the Bapemperda DPRD of Taliabu Island Regency in the formation of regional regulations has been implemented formally, but not yet optimally substantively. Strengthening institutional capacity, improving the quality of human resources, providing a robust database, and expanding public participation are important steps to improve the quality of regional legal products so that they truly meet community needs and are able to encourage sustainable development of the island region.

## REFERENCES

- Aloka, P. and Odanga, S. (2022). Influence of school category on teachers' self-efficacy and its domains in selected secondary schools. *Eureka Social and Humanities*, (5), 66-75. <https://doi.org/10.21303/2504-5571.2022.002564>
- Ansori, M. (2023). The urgency of regional financial supervision by Indonesian regional people's representative council., 71-76. [https://doi.org/10.2991/978-2-494069-49-7\\_13](https://doi.org/10.2991/978-2-494069-49-7_13)
- Asrobi, M., Nazri, M., Hakim, Z., & Jaelani, S. (2023). Students' involvement analysis towards teachers' teaching reflection and its impact on classroom. *Humanitatis Journal of Language and Literature*, 10(1), 253-266. <https://doi.org/10.30812/humanitatis.v10i1.3255>
- Bishop, L. and Kuula, A. (2017). Revisiting qualitative data reuse. *Sage Open*, 7(1). <https://doi.org/10.1177/2158244016685136>
- Congge, U., Diljayanti, D., & Takdir, M. (2023). The role of the information system for keeping citizens in the public service perspective in Bira village, Bulukumba regency. *Jurnal Ilmiah Ilmu Administrasi Publik*, 13(2), 585. <https://doi.org/10.26858/jiap.v13i2.52432>
- Cunha, T. (2020). Legal protection of property rights in the natural dyes of sikka woven fabrics industry assessed from law number 28 year 2014 in terms of copyright. *Widya Yuridika*, 3(2), 155. <https://doi.org/10.31328/wy.v3i2.1604>

- Dewi, G., Maudyna, M., Fauzi, F., Taqiya, V., Permatasari, E., & Rahajeng, A. (2021). Analysis on halal hotel regulations in 5 tourism spots in order to increase halal tourism in indonesia.. <https://doi.org/10.4108/eai.18-11-2020.2311644>
- Dhahri, I. (2023). The role of international human rights norms in combating discrimination and promoting equality. *The Easta Journal Law and Human Rights*, 1(03), 137-146. <https://doi.org/10.58812/eslhr.v1i03.90>
- Dharmatanna, S., Wulandari, R., & Salam, I. (2024). Opportunities and challenges of implementing kinetic façade typology in indonesia. *Indonesian Journal of Energy*, 7(2). <https://doi.org/10.33116/ije.v7i2.187>
- Ducat, W. and Kumar, S. (2015). A systematic review of professional supervision experiences and effects for allied health practitioners working in non-metropolitan health care settings. *Journal of Multidisciplinary Healthcare*, 397. <https://doi.org/10.2147/jmdh.s84557>
- Dwiyanti, D., Haruni, C., & Esfandiari, F. (2021). Implementation of the supervision function of the regional people's representative council of regional regulations in surabaya city. *JHR (Jurnal Hukum Replik)*, 9(1), 35. <https://doi.org/10.31000/jhr.v9i1.4163>
- Erifal, E. (2023). Implementation of teacher's performance academic supervision. *PIJED*, 2(2), 180-190. <https://doi.org/10.59175/pijed.v2i2.83>
- Fitriiono, R., Budyatmaja, W., & Parwitasari, T. (2023). Formulation of customary criminal law from the perspective of judges in legal findings. *Journal of Law and Sustainable Development*, 11(11), e759. <https://doi.org/10.55908/sdgs.v1i11.759>
- Gemiharto, I. (2023). Government communication of the regional house of representatives in the process of formulating regional regulations in indonesia. *Jurnal Komunikasi Ikatan Sarjana Komunikasi Indonesia*, 8(1), 217-227. <https://doi.org/10.25008/jkiski.v8i1.784>
- Halim, A. and Mukhlis, I. (2022). Government's strategy and role in the internationalization of msme. *Eduvest - Journal of Universal Studies*, 2(5), 893-899. <https://doi.org/10.36418/edv.v2i5.436>
- Hidayat, M., Oster, C., Muir-Cochrane, E., & Lawn, S. (2023). Indonesia free from pasung: a policy analysis. *International Journal of Mental Health Systems*, 17(1). <https://doi.org/10.1186/s13033-023-00579-6>
- Indrianti, M., Rukmana, D., Demmallino, E., & Jamil, M. (2023). Implementation of sustainable food and feed agricultural land regulation in gorontalo district: a review. *Advances in Animal and Veterinary Sciences*, 12(1). <https://doi.org/10.17582/journal.aavs/2024/12.1.9.14>
- Jelahun, F., Karlinah, S., & Novianti, E. (2021). Communication style organisasi uan ukani members student in bandung. *Jurnal Aspikom*, 6(2), 402. <https://doi.org/10.24329/aspikom.v6i2.904>
- Karya, M., Haryono, B., & Sujarwoto, S. (2024). Digitalization and innovation of the service process: the efforts to improve the quality of higher education services in kalimantan island. *Jurnal Bina Praja*, 16(1), 69-81. <https://doi.org/10.21787/jbp.16.2024.69-81>
- Lumbanraja, A. (2021). The urgency of smart city regulations to accelerate sustainable development in indonesia.. <https://doi.org/10.4108/eai.17-7-2019.2303380>
- Monitasari, R., Danial, D., & Muin, F. (2022). Authority of the board of regional representatives to monitor and evaluate the design of local regulations and local regulations in constitutional perspective. *JHR (Jurnal Hukum Replik)*, 10(1), 84. <https://doi.org/10.31000/jhr.v10i1.5687>
- Nalurita, D. and Olii, A. (2021). The impact of the covid-19 on the word of education. *Eduvest - Journal of Universal Studies*, 1(10). <https://doi.org/10.36418/edv.v1i10.224>
- Niam, S., Slamet, S., & Prajawati, M. (2024). Moderation of religiosity and factors that influence tourists' intentions to visit halal tourism destinations on lombok island. *Jurnal Ilmiah Ekonomi Islam*, 10(1), 663. <https://doi.org/10.29040/jiei.v10i1.11582>
- Paksi, T. (2022). Analysis of the formation of laws and regulations in the indonesian legislation hierarchy. *Ekspose Jurnal Penelitian Hukum Dan Pendidikan*, 21(2), 1451-1459. <https://doi.org/10.30863/ekspose.v21i2.3439>
- Resi, Y. and Renjaan, H. (2024). Rights and obligations of stakeholders in the local financial legal system. *Eduvest - Journal of Universal Studies*, 4(1), 253-259. <https://doi.org/10.59188/eduvest.v4i1.1017>
- Ruggiano, N. and Perry, T. (2017). Conducting secondary analysis of qualitative data: should we, can we, and how?. *Qualitative Social Work*, 18(1), 81-97. <https://doi.org/10.1177/1473325017700701>



- Sanusi, D., Agustang, A., & Idkhan, A. (2022). Factors affecting the performance of state civil services in makassar city social services post covid 19 pandemic. *Jurnal Ilmiah Ilmu Administrasi Publik*, 12(1), 25. <https://doi.org/10.26858/jiap.v12i1.30750>
- Sodikin, S. (2021). Constitutional guarantees regional regulations of sharia in indonesia. *Kanun Jurnal Ilmu Hukum*, 23(1), 81-100. <https://doi.org/10.24815/kanun.v23i1.16384>
- Sulistyaningsih, T., Nurmandi, A., Salahudin, S., Roziqin, A., Kamil, M., Sihidi, I., ... & Loilatu, M. (2021). Public policy analysis on watershed governance in indonesia. *Sustainability*, 13(12), 6615. <https://doi.org/10.3390/su13126615>
- Suprpto, S. (2023). Environmental impact assessment (eia) in indonesian law: implementation and effectiveness. *Journal of Advanced Research in Social Sciences and Humanities*, 8(2). <https://doi.org/10.26500/jarssh-08-2023-0201>
- Syam, R. (2022). The role of political parties in communication at the central and regional levels. *Eduvest - Journal of Universal Studies*, 2(5), 829-841. <https://doi.org/10.36418/edv.v2i5.434>
- TL, H. (2023). The essence of supervision by the south sulawesi provincial inspectorate in the implementation of regional government. *Journal of Advanced Zoology*, 44(3), 1247-1255. <https://doi.org/10.17762/jaz.v44i3.1649>
- Tuanaya, W. and Rengifurwarin, Z. (2023). The role of members of regional people's representative council (dprd) in making regional regulations (perda) in eastern seram regency (kabupaten seram bagian timur) maluku province. *Journal of Governance and Public Policy*, 10(2), 129-146. <https://doi.org/10.18196/jgpp.v10i1.15700>
- Vennik, J., Eyles, C., Thomas, M., Hopkins, C., Little, P., Blackshaw, H., ... & Philpott, C. (2019). Chronic rhinosinusitis: a qualitative study of patient views and experiences of current management in primary and secondary care. *BMJ Open*, 9(4), e022644. <https://doi.org/10.1136/bmjopen-2018-022644>
- Yustitiantingtyas, L., Pratiwi, L., Irawan, A., Stansyah, D., & Arifin, S. (2025). Environmental law policy in indonesia: challenges and sustainable justice. *Iop Conference Series Earth and Environmental Science*, 1473(1), 012046. <https://doi.org/10.1088/1755-1315/1473/1/012046>