

Pattern of Relations between Regional Government and DPRD in North Central Timor Regency in the Context of Decision Making

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Abstract

The purpose of this study is to determine the relationship between the local government and the regional parliament in North Central Timor district by referring to decision making. This study uses a qualitative descriptive method. This research describes more about a phenomenon and does not perform calculations using statistical figures. The pattern of the relationship between the Regional Government and DPRD Wannan et al. (2010), is considered to have not been implemented optimally in the administration of governance in North Central Timor District. It needs to be strengthened by adding a new variant, namely shared perception and effective communication with the power of local wisdom/Customs which has a very large influence to break into formal government, especially resolving conflicts related to the pattern of relations between the Regional Government and the DPRD.

Keywords: DPRD, Government, Decision Making

Introduction

The implementation of authority by the Government is directly related to the distribution of power which affects the relationship between the government in administering government, both the central government and the Regional Government or the relationship between the Regional Government and the Regional People's Representative Council (DPRD) in establishing partnership relations in the region. The intended partnership relationship is the creation of harmonization of relations based on the principle of cooperation in the context of carrying out development in all fields, especially in the field of autonomy with the main objective being to improve the welfare of the people in the regions. The partnership relationship means that the Regional Government and the Regional People's Representative Council are both working partners to implement regional autonomy in accordance with their respective functions of the two institutions.

The ideas and theories that are used as an entry point to explore and analyze the pattern of the relationship between the Regional Government and the Regional People's Legislative Assembly are using the theory put forward by Wannan et al. (2010), which consists of four dimensions, namely: the first dimension of accountability, the second dimension of joint decision making, the third dimension of transparency, and the fourth dimension of mutual interest. These four dimensions are used as an analytical tool to explain empirical conditions regarding the pattern of relationship between the Regional Government and the Regional People's Representative Council of North Central Timor Regency. These empirical conditions include:

The Regional People's Legislative Council for North Central Timor Regency remains adamant in refusing the Regent Raymundus Sau Fernandes and Deputy Regent Aloysius Kobes to attend the Council meeting to discuss the Regional Revenue and Expenditure Budget II. The rejection attitude of the Regional People's Representative Council has been conveyed to the Minister of

Home Affairs with a letter and a recommendation from the Regional People's Representative Council of North Central Timor Regency regarding the cancellation of the Letter.

Decree (SK) Appointment and Inauguration of the North Central Timor District Heads, 2010-2015 as incumbents because there were problems in the election of the District Head and deputy Head of District which was deemed undemocratic. For this reason, the Chairperson of the North Central Timor Regency DPRD together with members of the DPRD remained firm not to include the incumbent Regent and Deputy Regent candidates who were re-elected as Regent and Deputy Regent of North Central Timor Regency in the Session of the Budget Board (Banggar) of the North Central Timor Regional People's Representative Council, categorically refused to accommodate the three recommendations given by the Governor of Nusa Tenggara Timur Viktor Bungtilu Laiskodat. The reason is that the three recommendations are not included in the priority program of the Provincial Government. A budget allocation of more than Rp. 5 billion for the 1,187 committee teachers who will be appointed as contract workers, a budget allocation of Rp. 150 million for the salaries of program assistant staff (Uninhabitable Home Improvements), as well as a budget allocation of Rp. 100 million for collaboration with Fortuna media, because the governor's decision is in direct contact with the work program of the provincial regional administration, it is not a mandatory government affair or one that exists in the region.

In this study, the authors used the theory of Wannan et al. (2010) which looked at the relationship between the executive and the DPRD as a relationship/partnership, which consisted of four dimensions, namely: first, the accountability dimension is executive and legislative responsibility through performance achievements and financial accountability to the public or local communities, the two dimensions of joint decision making, are joint decision making, that is, there is a consensus in decision making between the executive and the legislature.

Methods

Qualitative research, with the type or type of descriptive research, namely a type of research has the aim of analyzing in depth a phenomenon. This research describes more about a phenomenon and does not perform calculations using statistical figures. As stated by several experts, this research method is highly dependent on in-depth observations of human behavior and their environment (Miles & Huberman, 1984; Brannen, 2015). The approach used by the author in this study is an empirical approach, meaning that the author looks at empirical issues related to research problems, then the researcher takes the essence of the various conditions encountered at the research location, especially regarding the behavior of the individuals involved in the research, both from the Regional Government, the House of Representatives Regions, communities and other institutions that are determined as the target of this research object. The choice of this method is because the object under study requires direct observation from the researcher as the main instrument of research to examine the process and meaning. This opinion is in line with the argument put forward by Miles & Huberman (1984), who said: "Conducted through an intense and or prolonged contact with a "field" or life situation. These situations are typically "banal" or norm ones, reflective of the everyday life individualist, groups, societies and organizations".

Results and Discussion

Join Decision Making

Decision making is an action of an individual or group of people to solve the problems they face in a collegial collective way. everyone is required to choose the right alternatives and in accordance with the main problems faced so as not to be mistaken in making a decision, every decision making clearly has consequences that must be accounted for. There are two main

things that are analyzed in decision-making, namely first, joint decision-making between the Regional Government and DPRD by taking into account the mechanism in joint decision-making and each decision-making is based on mutual consensus. Second, decisions that are binding and whether the binding decisions have been implemented effectively by the Regional Government with DPRD.

Joint Decision Making

Joint decision-making is the result of solving problems that must be faced firmly and jointly between the Regional Government and the DPRD in the administration of regional government. The pattern of the relationship between the Regional Government and the Regional People's Legislative Assembly (DPRD) is parallel, in tune and harmonious. Because the DPRD is an equal partner with the Regional Head as the organizer of regional government. The position of DPRD Members as Regional Officials in the current government system, the Regional Government and DPRD must be able to function in accordance with their respective main tasks. The pattern of the working relationship between the Regional Government and the DPRD is an equal, rhythmic and harmonious partner relationship. This means that the work of the Regional Government and DPRD jointly make decisions or policies in the region, by carrying out joint accountability to the community. This means that making decisions/policies regarding regional development is the responsibility of the Regional Government with the DPRD either through the Regional Medium Term Development Plan (RPJMD) which is the performance target of the Regional Government.

With DPRD. The current RPJMD is not only the task of the Regional Head, but also the task of the DPRD. So that the Regional Head and the DPRD must prioritize the interests of the community rather than personal interests, in making decisions, the Regional Head and the DPRD can build good communication and relations with various parties including building harmonious and synergistic relations with the media and interest groups. The point is that the Regional Head and DPRD are partners. DPRD has the authority to carry out checks and balances, its position is equal, equal, independent with the Regional Head, therefore the Regional Head and DPRD must support each other and work together in the administration of government in the region by making joint decisions even though the Regional Head and DPRD have duties and different functions.

Joint decision-making between the Regional Government and DPRD in the formation of Regional Regulations. In Law Number 23 of 2014 concerning Regional Government that DPRD is an element of regional government administration. Then in Government Regulation Number 12 of 2012 concerning Guidelines for the Preparation of DPRD Standings, it is stated that DPRD has three functions, namely the budget function, the function of forming Regional Regulations and the supervisory function. It has the main role and responsibility in realizing the efficiency, effectiveness and productivity of regional administration. The enactment of Law Number 23 of 2014 concerning regional government as amended by Law Number 9 of 2015 (UU Pemda) resulted in several changes in the regulation model and governance system regarding regional government. (UU Pemda) states that the Regional People's Legislative Council (DPRD) and Regional Heads are positioned as regional government administrators who are given the people's mandate to carry out Government Affairs handed over to the Regions with the DPRD and Regional Heads having positions as equal partners with different functions."

Asshiddiqie (2015) "In managing and administering Government Affairs which are the authority of the Region, DPRD and Regional Heads are assisted by Regional Apparatuses. As a consequence of the DPRD's position as an element of regional government administration, the composition, position, roles, rights, obligations, duties, powers and functions of DPRD are

not regulated in several laws but are sufficiently regulated in the overall regional government law to facilitate integrated regulation.”

To build an ideal pattern of relationship between the Regional Government and the DPRD, in the sense of creating a balance between the two institutions, is highly dependent on the political system that is built in the region between the Regional Government and the DPRD. The more democratic the political system is, the more balanced the relationship between the legislature and the executive will be. Conversely, the more undemocratic a country's political system is, two possibilities are created, namely executive domination which creates an authoritarian regime and legislative domination which creates political anarchy. Basically, the function of the DPRD as a representative of the people, including forming legitimacy, is the function of a representative body on behalf of the people dealing with the executive. This body constitutionally forms the democratic image of the government, as well as determining political stability. Because of this, the DPRD as a representative body is too passive and never provides corrections or reminds the executive, instead they lose legitimacy in the determination of the Regional Revenue and Expenditure Budget (APBD) (Asshiddiqie, 2015).

The Regional Revenue and Expenditure Budget (APBD) is an annual financial plan prepared by the Regional Government which is then discussed and approved jointly by the Regional Government and the DPRD and then stipulated to become a Regional Regulation. The phenomenon that is happening at this time in North Central Timor Regency has not been able to complete the APBD on time so that it has an adverse impact on the implementation of program activities that affect public services to the community, and government performance towards achieving the vision and mission.

Facts on the ground in North Central Timor District there is a strong impression that is developing in the midst of society that the APBD policy making process until it is enacted in a Regional Regulation does not use the principles espoused in good governance, but more made on the basis of the interests of the policy-making actors of the Regional Government apparatus and Members of DPRD, both individual, group and party interests. As a result of this process of making APBD policies, the interests of the community as guaranteed in laws and regulations are neglected, especially those related to poverty alleviation efforts in the area of the Regional Government of North Central Timor Regency.

In the Regional Government Law it is emphasized that the Regional Government in the implementation of government affairs has a relationship with the DPRD. These relationships include relations of authority, finance, public services, utilization of natural resources, and other resources. 1 In running the administration broadly the government must adhere to two kinds of principles, namely: 1) The Principle of Expertise (Functional Principle) What is meant by this principle is a principle which requires that every order of public interest be handed over to experts to be carried out functionally; and 2) Regional Principles, this principle is carried out with a deconcentration and decentralization system (Asshiddiqie, 2015).

The APBD is the annual financial plan of the Regional Government which is discussed and agreed upon jointly by the Regional Government and the DPRD and is then stipulated in a Regional Regulation. Ideally as the annual financial plan of the Regional Government, the APBD describes all regional rights and obligations in the context of administering the Regional Government which can be valued in money including all forms of wealth related to the rights and obligations of the region within 1 (one) year. Regional finances must be managed in an orderly manner, in compliance with laws and regulations, effectively, efficiently, economically, transparently and responsibly with due observance of the principles of fairness, decency and benefits for the community. As all regional rights and obligations in the

framework of regional administration that can be valued in money, including all forms of wealth related to the rights and obligations of the region.

Regional financial management is realized in an integrated system which is realized in the Regional Revenue and Expenditure Budget (APBD), as an annual regional government financial plan (Pemda). The APBD is determined annually by means of a Regional Regulation (Perda), which is discussed and agreed upon jointly by the Regional Government and the DPRD. APBD is prepared in accordance with the needs of government administration and the ability of regional revenues. APBD preparation is carried out based on the Regional Government Work Plan (RKPD) in order to provide services to the community in order to achieve the goals of the state (Ministry of Home Affairs 2011). Broadly speaking, the preparation of the APBD consists of 6 (six) stages, namely: 1. Preparation of the APBD General Policy (KUA); 2. Arrangement of Temporary Budget Priorities and Ceilings (PPAS); 3. Preparation of Circular Letters (SE) of Regional Heads regarding Guidelines for Compilation of Work Plans and Budgets for Regional Work Organizations (RKA OPD); 4. Preparation of Draft Regional Regulation (Ranperda) APBD; 5. Formulation of the Draft Regional Head Regulation (Ranperda Head of Region) regarding the Elaboration of APBD; and 6. Evaluation and drafting of Regional Regulations on APBD and Local Head Regional Regulations concerning the Elaboration of APBD. Mardiasmo, (2002) performance budget is a system of preparing and managing regional budgets that is oriented towards achieving results or performance.

This performance reflects the effectiveness and efficiency of public services which means oriented to the public interest. Halim, (2007). Performance-based budgeting is a budgeting system for management to link any funding outlined in activities with the expected outputs and outcomes, including efficiency in achieving the outcomes of these outputs. The outputs and outcomes are stated in the performance targets that have been made for each performance unit. In Law Number 17 of 2003, performance-based budgeting is a budgeting system based on performance or work achievements to be achieved. The authority of the DPRD in determining the APBD is regulated in the Regional Government Law where there is a clear separation between the legislative bodies, namely the DPRD and the Executive, namely the Governor and his apparatus for the implementation of real and responsible wide-ranging autonomy. This separation is intended so that the implementation of functions is transparent and accountable. In the regional government system, there are the most basic targets, namely: 1. Development of a democratic political system, climate and life; 2. Creation of government, society so that they are able to participate in the nuances of decentralization; 3. Empowering people who are able to play an optimal role in administering government and regional development; and 4) Upholding the rule of law (Konradus, 2016). The people as the holders of sovereignty give their power of attorney to representatives in the DPRD to ensure that the government consistently strives for the welfare of its citizens.

"The draft Regional Revenue and Expenditure Budget is submitted by the Executive to the DPRD. Then a hearing was held between the DPRD and the Executive while still referring to the scale of development priorities. After that, the results of the hearing are held in plenary to hear the Regional Government's answers, this is where the DPRD has the authority to accept, or reject, taking into account the budget items proposed by the executive."

If the stipulation of the main APBD or changes are not carried out in accordance with the applicable provisions, it will have legal consequences for the stipulation of the APBD. The legal consequence that can occur is that the implementation of government activities in each agency cannot be carried out properly and can also have fatal consequences for development in the region. According to the Law on Regional Government it appears that if the RAPBD is

not approved by the DPRD, the Regional Government is obliged to improve the RAPBD. If the RAPBD is not approved by the DPRD, the Regional Government is obliged to perfect the RAPBD. Decision making on the RAPBD is carried out by the DPRD no later than 3 (three) months before the end of the fiscal year. After the RAPBD has been refined, it must be submitted back to the DPRD and then again discussed by the legislature.

The urgency of joint decision-making between the Regional Government and the DPRD in the North Central Timor District lies in the philosophy of making APBD policies which in practice is the joint authority of the Regional Government and the DPRD. As stipulated in the Regional Government Law, it emphasizes that the function of the Regional Government is as the executive body and the DPRD as the regional legislative body. Both of them should make APBD policies based on the principle of benefits for the community. This is important because what is regulated in the APBD becomes a reference for the Regional Government to develop and manage the interests of the regional community in a one-year period. (Rezah & Hermawansyah, 2015). This means that if the APBD policy is not based on the principle of benefit to the community, it is certain that in the regional development process within a certain period it will not be enjoyed by the community. In other words, only certain groups can enjoy the benefits of development. Where the group is the actors making APBD policies, namely regional government officials and parties that have seats in the DPRD.

Facts on the ground can be a reflection of the actors involved in making APBD policies, whether the process that occurs in making them has taken into account the interests of the community, especially in terms of community welfare through poverty alleviation efforts, as stipulated in existing laws and government regulations. In addition, the amount and allocation of the budget in the APBD can be important information and indicators in evaluating the development and progress of a region. Therefore, the process of making this policy requires the need for a clear and planned mechanism in an orderly manner, complying with laws and regulations, efficient, economical, effective, transparent and responsible and taking into account the principles of justice, decency and benefits for society.

With the facts on the ground, it is hoped that it will provide useful outputs, especially with regard to two things, namely (Samekto, 2015) (1) For strengthening state institutions, namely the Regional Government and DPRD; (2) Poverty alleviation is the focus of policy in preparing the APBD. Solving development problems in the regions in the era of regional autonomy places the policy products of the Regional Government and DPRD very strategically. Strategic decision-making and service approaches and local community empowerment should be seen in the amount and allocation of the APBD made by the Regional Government and DPRD. Therefore, making strategic decisions to solve problems in the regions requires the implementation of the functions of the Regional Government and DPRD institutions, including one of them is the APBD policy-making process. The occurrence of a strategic partnership between the Regional Government and DPRD as executors of governance in the region will further strengthen this institution. rather than the other way around, namely competing and supervising each other. Even though in the legislation both have equal functions and are clear and firm. The assertiveness of this function also allows "checks and balances" to occur towards achieving good governance, namely government that is participatory, fair, transparent and accountable. Public policy is a response of the political system to demands/claims flowing from its environment. The characteristics of public policy can be recognized. The first is the policy made by the state, namely with regard to the executive, legislative and judicial institutions. Public policy is a policy that regulates the life of a person or group that has become a common problem.

The Law on Regional Government clearly states that the administration of regional government is the Regional Government and DPRD. Regional Government is the Governor, Regent or Deputy Regent and regional apparatus as elements of regional government administration (Manan, 2004). Then DPRD is a regional people's representative institution as an element of regional administration. As a consequence of the position between the Regional Government and the DPRD, practices that occur in the relationship between the Regional Government and the DPRD tend to face each other diametrically. Furthermore, the Law on Regional Government, on the one hand, states that the Regional Head has the duty and authority to lead the administration of regional government based on policies established with the DPRD: a) Submit a draft regional regulation; b) Establish regional regulations that have been jointly approved by the DPRD; c) Compile and submit a draft regional regulation on APBD to the DPRD to be discussed and determined jointly (Manan, 2007).

On the other hand, this Law also states that the DPRD has the duty and authority to form regional regulations which are discussed together with the Regional Head to obtain joint approval, discuss and approve the draft regional regulation on APBD together with the Regional Head. As an element of regional administration, DPRD has legislative, budgetary and supervisory functions. Legislative and budgetary functions are spelled out in the duties and powers as mentioned above. As representatives of the people, the DPRD has an obligation to fight for the improvement of people's welfare in the regions, to absorb, accommodate, collect and follow up on the aspirations of the people. As an element of regional government administration and at the same time as a representative of the people in carrying out functions, it creates a conflict of interest for DPRD actors.

The regional revenue and expenditure budget, hereinafter abbreviated as APBD, is the annual financial plan of the Regional Government which is discussed and agreed upon jointly by the Regional Government and DPRD and stipulated by regional regulations. Regional regulations are regulations made by the DPRD with the joint approval of the Regional Head. APBD is an instrument that will guarantee the creation of discipline in the decision-making process related to regional income and expenditure policies. In order to guarantee that the APBD can be prepared and implemented properly and correctly, this regulation stipulates the administrative basis for regional budget management which regulates, among other things, budgeting procedures and techniques that must be followed in an orderly and principled manner. The process of preparing the Local Government APBD must follow the stipulated process and administration. Several principles in budgetary discipline that need to be considered in preparing regional budgets include: 1. Planned revenue is a rationally measurable estimate that can be achieved for each source of income, while budgeted spending is the highest spending limit; 2. Expenditure budgeting must be supported by certainty of the availability of sufficient revenues and it is not permissible to carry out available or insufficient budget credits in the APBD/changes in activities that are not yet APBD; (3) all regional revenues and expenditures in the relevant fiscal year must be included in the APBD and carried out through the regional general treasury account (Mahendra, 2002).

The preparation of the APBD begins with the submission of the general policy of the APBD, in line with the work plan of the Regional Government, as the basis for preparing the RAPBD to the DPRD for discussion in the preliminary discussions on the RAPBD which have been agreed upon with the DPRD. Based on the general APBD policy that has been agreed upon with the DPRD, the Regional Government together with the DPRD discuss priorities and temporary budget ceilings used as a reference for each Head of Regional Apparatus Organization (OPD) then develop a work plan and OPD arrears (RKA-OPD) which are prepared based on the work achievements to be achieved, this work plan and budget are accompanied by expenditure estimates for the following year after the budget year prepared.

This work plan and budget are then submitted to the DPRD for discussion in the preliminary discussions on the RAPBD. The results of this discussion are submitted to the regional financial management officials as material for preparing the Draft Regional Regulation on APBD.

The Regional Revenue and Expenditure Budget is the basis for managing the budget within one year. The Regional Head, in this case the Governor, in preparing the APBD draft sets priorities and budget ceilings as the basis for preparing the OPD work plan and budget, then the OPD head prepares the work plan and budget for the work unit of the regional apparatus with an approach based on work performance to be achieved. In the Regional Government, the procedure for making APBD policies is regulated. The regional head submits the draft regional regulation on the regional budget accompanied by an explanation and supporting documents to the DPRD for joint approval. The draft regional regulation referred to is discussed by the Regional Government together with the DPRD based on KUA and PPAS (AGAMA 2013). The DPRD's decision to approve the draft regional regulation is carried out no later than one month before the implementation of the fiscal year.

On the basis of the DPRD's approval, the Regional Head prepares a Draft Regional Head regulation regarding the elaboration of the APBD and the draft document for the implementation of the regional work unit budget. The existence of regional regulations cannot be separated from regional autonomy as a manifestation of decentralization policies. Regional regulation as an instrument and one of the products of regional law is something that is inherent in the regional autonomy system, because the essence of regional autonomy itself is independence and not a freedom of an independent government unit. Independence itself implies that the region has the right to regulate and manage its own household affairs. Implementation of mandatory affairs is prioritized to protect and improve the quality of people's lives in an effort to fulfill regional obligations which are manifested in the form of improving regional services, education, health, social facilities, and proper public facilities and developing a social security system. Mandatory affairs aside from protecting and improving the quality of people's lives on the other hand are also prioritized to alleviate poverty such as livable housing.

Poverty is a complex problem that is influenced by interrelated factors, including levels of income, health, education, access to goods and services, geographical location and environmental conditions. APBD should be a priority for local government attention. APBD that is set late will affect delays in the implementation of programs and activities listed in the APBD.

In accordance with field observations, it was found that the planned program would be implemented in a hurry and seemed sober, because the implementation time was shorter. This will certainly affect the effectiveness and efficiency of the implementation of the program. If the Regional Head and DPRD do not agree jointly within 60 (sixty) days of the submission of the Draft Regional Regulation on APBD by the Regional Head to the DPRD, the Regional Head shall draw up and stipulate a Regional Head Regulation (Perkada) concerning APBD with a maximum amount of the APBD figure for the previous fiscal year to cover monthly needs. The draft Perkada can be stipulated after obtaining approval from the Minister of Home Affairs for the Province and by the governor as the representative of the Central Government for the North Central Timor District. after obtaining approval from the Minister of Home Affairs, which is stipulated by a decision of the Minister of Home Affairs, for the province and approval by the governor, stipulated by a governor's decision, for North Central Timor District. At the time this Regional Government Law comes into effect, all laws and regulations relating to the administration of regional government are declared to still be valid as long as they have not been replaced and do not conflict with the provisions in this Law. Regulation of the Minister

of Home Affairs Number 21 of 2011 concerning the Second Amendment to Regulation of the Minister of Home Affairs Number 13 of 2006 concerning Guidelines for Regional Financial Management (Permendagri Number 21 of 2011) is one of the statutory regulations relating to the administration of Regional Government, especially regarding Financial Management Area.

The facts on the ground are that the DPRD in principle has the authority to give approval for the drafting of the RAPBD submitted by the Regional Government. Besides that, the DPRD can also reject the RAPBD proposal through the factions in the DPRD if there is an error in the APBD budget. This can be done when the DPRD has valid data regarding irregularities committed by the Regional Government. The legal consequence of rejecting the APBD is that it will occur if the determination of the APBD, both the main and the changes, is not carried out in accordance with the applicable provisions, it will have legal consequences for the APBD determination. The legal consequences that can occur are the implementation of government activities.

Binding Decisions

Policies that have been decided by the DPRD and the Regional Government must guarantee the appropriateness of the policy objectives. To implement the policies of the Regional Government as the leading sector from the agreed decisions. Strict regulations and effective political control from the DPRD on the policy targets are appropriate to ensure that there are appropriate policies/policies that have been decided together. But the task of the DPRD does not end when the regional policy/regulation is promulgated in a regional gazette, but still evaluates the impact of the legislation, whether it has been received by the target (the public) as expected. If the decided policy is accepted, then the legislation will accommodate the aspirations that develop in society. If it is rejected by the community, it means that the policy must be reviewed and used as a guide to be careful in determining future policies.

In the formulation of Regional Regulations an important factor is how to formulate policies (Perda) to be implemented, enforced and obeyed. So that in the legislative process where legislators must formulate whether the impact of the resulting policy will be effectively accepted by the community. To measure whether a policy is effective or not, we can use the following: a. The short and medium term after the policy (Perda) that has been legalized must be simple, clear and easy to understand. Simplicity is in the use of sentences that are clear, straightforward and easily understood by the target of the policy (Perda). So that in practice the policy makes it easy for policy targets (the public) to access it. By using sentences that are easy to understand, thus ensuring the convenience of the public in accessing policies (Perda). Then it can be obeyed and guarantee legal certainty. b. In the long term, in the implementation of policies that have been decided together, here it is fully handed over to the implementing apparatus, namely the executive (Pemda). Enforcement whose content has been understood by the policy objectives must really be enforced, which is accompanied by punitive sanctions in the event of a violation.

Field observations show that there is a tug-of-war between the Regional Government and the DPRD in the formulation of a Regional Regulation. However, this nuance is more prominent after the reform era compared to the New Order era, where we have gone through the process of forming regional regulations and we have never seen the tug of war made by DPRD members. Even if there was a tug of war it was just pleasantries, engineering or most commonly a play, the elements that were used as debates sometimes did not touch the substance being discussed, we still remember the slanted or negative nickname for DPRD at that time in the formulation a local regulation. Many people say that they are only a "rubber stamp" of Regional Regulations proposed by the executive, so that there will be "checks and balances". But now

the fresh wind of reform seems to have had quite a positive impact on every formulation of Regional Regulations submitted by the executive to the DPRD.

One of the most important authorities of a region that regulates and manages its own household is the authority to stipulate regional regulations. Regional Regulations are regulations that are determined by the Regional Head with the approval of the DPRD and which must meet certain formal requirements can have legal and binding force.

The establishment of a joint decision between the Regional Government and the DPRD is a reference or basis for the two government agencies to administer governance in the region, so that all government activities can be carried out in accordance with applicable regulations. This decision is a foundation for the Regional Government and DPRD to avoid abuse of authority in carrying out the duties and functions of government. With regulations that are binding on the two regional government institutions, it will guarantee good governance because the consequences of each joint decision will definitely have an impact on formally strict sanctions in accordance with regulations that are stipulated with a formal nature that binds the two government institutions in the region. Thus, the two regional government institutions in carrying out governmental tasks will definitely heed decisions that are determined jointly in the context of supporting the administration of governance in the regions. L. Tri Sutiyo Budi⁵⁸, that:

"In formal procedures, decisions that are binding on the two government agencies are said to be "yes" in accordance with statutory provisions, but in their implementation the Regional Government and DPRD do not respect each other, especially regarding the implementation of decisions that are jointly determined. Example of North Central Timor Regency Regional Regulation Number 2 of 2018 concerning Waste Management and North Central Timor Regency Regional Regulation Number 8 of 2018 concerning Non-Smoking Areas. Small things that according to the regional government are not very useful to implement, but in reality, they are not taken into account in their implementation."

Decisions that are binding on the Regional Government and the DPRD are the main things that must be obeyed, but in reality, in the regions the two government institutions do not yet have a high enthusiasm to pay attention to small things that have been stipulated by Regional Regulations, which are joint decisions. The waste problem in North Central Timor Regency is a very serious problem that must be handled especially by the Regional Government with the DPRD, but in reality the problem regarding waste even though it has been stipulated by regional regulations but follow-up as the implementation of these Regional Regulations is not carried out properly, by providing centralized landfills prepared by the Regional Government consequently cause environmental pollution in the form of rotten odors caused by waste waste in the new market and old market locations. Then the Regional Regulation regarding smoking-free areas, this matter was completely ignored by the Regional Government and DPRD. This means that there are regulations that bind the Regional Government and the DPRD, even in which there are communities in the area, but this regulation is only a symbol for the Regional Government and the DPRD that there is a regional regulation, but the follow-up to the regional regulation is empty.

Conclusion

The dimension of Joint decision making is dominated by an imbalance of resources/capabilities between the two institutions, weak processes and mechanisms, conflicts between the two institutions due to mutually maintaining status quo. The pattern of the relationship between the Regional Government and DPRD Wannu et al. (2010), is considered to have not been implemented optimally in the administration of governance in North Central Timor District. It

needs to be strengthened by adding a new variant, namely shared perception and effective communication with the power of local wisdom/Customs which has a very large influence to break into formal government, especially resolving conflicts related to the pattern of relations between the Regional Government and the DPRD. This research produces a new model in the pattern of the relationship between the Regional Government and the DPRD as governance and solutions in administering governance in the North Central Timor District area.

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