

Indonesian Legislative Assembly of Riau Archipelago Regency in Indonesian's Pra Reformation and Post Reformation

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ABSTRACT

The reformation that happens in Indonesian started in 1998 causes the change of government's structure and function in national and local level with authoritative character changes to be more democratic. One of reformation result is implementation of Region Autonomy based on the Law Nr. 22 Year 1999 and becomes the Law Nr. 32 year 2004 that gives space more free for democratic institutions in region as the change of Law Nr. 5 Year 1974 that wants the control of central on region. This study tries to see how the one-sidedness attitude change of Region Indonesian Legislative Assembly in Riau Archipelago Regency is against society before reformation that is signed the central control on Riau Archipelago Regency through Batam's authority concept and post reformation with autonomy concept that gives space more free for Region Indonesian Legislative Assembly to struggle for society interest in region. This study uses qualitative approach by using deep interview, examining literature and document and then analyzed in qualitative descriptive. The research finding shows that in certain level has happened institution attitude change of Region Indonesian Legislative Assembly of Riau Archipelago Regency that sides with society in reformation era than pra reformation, hence based on a part of society's sidedness is still minimum or far from it should be.

Keywords: Reformation, Change, Structure and Function

INTRODUCTION

Politically, the Governemnt of Riau Archipelago Regency is subordination that doesn't have power to arrange its region. This case can be explained by pointing region government structure pattern in New Era government period. The region government politic structure in that time is hand extension of central government, so practically only does central government basic implementation function. The region government is not able to inspire local interest because Central Government does tight guard against government implementation in province and lower grade.

In New Era period, various democratic instituions in region also must be bent down to central government. Through the Law Nr. 5 Year 1974 about "Government Principal in Region, Region Indonesian legislative Assembly is considered a part of region government body and must be bent down to cental government. Thus with other politic institutions, their moving space is really guarded tightly. The interest do freely the interest

articulation function and guard against government don't emerge.

The reformation in Indonesian brings direct implication for politic change in Riau Archipelago regency. The change happens in institution structure and society politic culture. The important implication for the change impact is singed with legislative position strengthening or Region Legislative Assembly, the politic party total increase, sum increase of NGO and mass media.

The problem is how far the one-sidedness change of Riau Archipleago regency's region legislative assembly in emerging society's aspiration and interest in Region Rule Production is? This case needs to be examined upon thinking about the change that is hoped in reformation era is strengthening Region Legislative Assembly institution in emerging people interest in implementing the task.

LITERATURE OBSERVATION

As a social phenomenon, Schapiro (1958) reformation can be explored in middle age, after human life and knowledge eperience darkness. It was phenomenon which comes from west world, when feudalism in West Europe started to be left by people. The reformation came from liberalism was an understanding that wanted freedom of every individual from absolute power oppression that was implemented by state, church or politic party.

The Indonesian Reformation in 1998 had same substantation with in middle age was effort to clean deviation in the life of social, economy, and politic and created clean and good governance that sided in society wealth increase.

The reformation in Riau Archipelago happened in the shape of emerging many politic parties as public election candidate in 1999; emerging Society Self Support Institution in various special activities; emerging various profession associations, especially from entrepreneur circle. They did control against the implementation of government and politic direction in Riau Archipelago.

"Civil Society" like nowadays first time was used by Adam Ferguson in Affan Gaffar (1997) when described a society that consisted of autonomy institutions that was able to balance state power. The civil society didn't limit state function as harmony guard and referee of various big interests, but consistently blocked state to do domination and atomitation to society. Because the sidedness attitude of Region Legislative Assembly was connected with politic culture in order to discuss about politic culture. According to Alfian and Nazaruddin Sjamsuddin (1991) politic culture involved two politic orientation grades, namely system orientationa and individual orientation. The orientation is able to be seen from component of cognitive, affective, and evaluative. In system orientation, we may see attitude of intercivilization, whether there is trust or hostility. The politic culture has dynamic character; influenced by value construction in society, the value often influenced attitude of

individual or society on the whole. The society life basically was filled by interaction of inter orientation value that emerged because of relation or politic culture relation of inter individual and group.

The society's orientation and attitude against politic system can be used as parameter to decide whether politic change can direct to democratic system or on the other hand. Diamond (1994) said that the combination between politic culture and democratic is in proportion upright. The politic culture between elites, example: the values when taking politic decision, in New Era period didn't support democratic politic system. The refusal case against Imam Munandar as Riau Governor candidate in 1985, although he lost in election by Riau Region Legislative Assembly, but the candidate got blessing from the central, but inaugurated as definitive governor. According to Ali Yusri (1985) the event was known as one of bad democratic practice history in Riau. The case also showed that in New Era, politic elit was so closed against Riau society's demand. And the ways that were used in disagreement case arrangement in Lagoi used security approach. In this case, according to

Mayo (1960) that there are some values that must be developed if democratisation intends to be built, namely (1) finishing disagreement with peace and voluntary, (2) guaranteeing change implementation peacefully in a changing society, (3) implementing leader change in order, (4) limiting violence using minimumly, (5) respecting diversity, (6) building justice.

RESEARCH METHODE

This research focuses in Riau Archipelago regency by using qualitative approach started by doing deep interview to chosen research informant purposively namely DPRD's candidates of Riau Archipelago regency who come from various politic parties, Society Self-Support Institution, Society Figure and Local Government of Riau Archipelago Regency. Beside that, this research uses secondary data such document and literature which connect with DPRD of Riau Archipelago. The data analysis is done for research whose result will be showed descriptively.

RESULT OF RESEARCH AND DISCUSSION

1. The Society Aspiration Struggle in Local Rule by DPRD of Riau Archipelago Regency Pre Reformation

In New Era period, the local government's power in struggling interest of society's economy and politic was limited. That thing was caused by central control as arranged in Law No. 5 Year 1974 about government's principals in region. Therefore, the institution function implementation became hampered, so local society's aspiration was not brought in local rule that was made by local government.

The local government's function implementation was more directed to accept society aspiration and not for problem solver. That thing was because local government was not able to decide without permission from central government. Therefore, this institution function for implanting society aspiration was more decided by central want to do it. Therefore, local government was more hand extension of Central in region.

The situation can be seen from various local society demand to local government and DPRD in order that institution can struggle their aspiration to get chance in using job chance in various development projects that are implemented. But society aspiration is only told, and this institution can not decide.

Since 1990, the central power domination in Riau Archipelago regency has been supported by two things. First, the local official and the chief of DPRD came from TNI. Second, majority of DPRD's candidates who came from Golkar and TNI/POLRI. Therefore, the composition depended on politic institution in region to central was so big, so the Central was easier to implement interest of politic and economy in Riau Archipelago.

The central power reinforcing influence in Riau Archipelago can be seen from politic institution product like DPRD II of Riau Archipelago regency, especially since 1990 until 1998, DPRD had produced local rule that arranged executive principal like local rule about APBD implementation, Inauguration of local Official and Local Rule for Local Government equipment implementation like Dients Establishment. Those things were in DPRD's report of Riau Archipelago (1992). Thus, with protection against land owner of society could be seen in depdikbud (2000). DPRD of Riau Province didn't, if it wanted to be told to produce local rule that protects local society interest, especially protection for land owner and business chance.

Generally, the pulling process of regency region power to central is done with implementation of October Package 1993 (Keppres Nr. 31/1990), where the valid decision for land provision permission experiences drastic change. But before it must be through some government bodies, starts from village chief, subdistrict, BPN office, Province Bappeda and regency, local official of regency/city and perforation to some government bodies. After October Package 1993, the case is enough to regency/mayor through Dienst Official of PU/City Order for all activities.

Various local society's complaint of Riau Archipelago Regency show that local government, is not able to give protection for society's rights, both relation between human and land and relation inter culture. The local society of Riau Archipelago whose politic rights have been ignored for a long time by local government, finally it seems that it doesn't have government and DPRD anymore.

The feeling comes especially after looking various development programs freely operate without paying attention local society's interest. The situation didn't take sides local society of Riau Archipelago, slowly experiences to be better way. The evaluation was in accordance with Andi Anhar Chalid's confirmation who saw the strong influence of central government because some factor why local politic

institution didn't have ideal function. The difficulty for region to implement its function as people aspiration distribution has been told by Andi Anhar Chalid. Before reformation, the role of central government in politic recruitment was so big, where Central did tight control in every step.

This condition could be seen from various society's demand of Riau Archipelago to DPRD to get job chance in development project in region. Thus, both local government function and region legislative function didn't run well by various sides especially society. Since 1990 until 1999, DPRD of Riau Archipelago didn't produce local rule that could hold local society's rights and interest.

The power limitation of Local Government in struggling local society's politic and economy interest influences to politic institution performance to central and local society. The local government is not involved in making important rule in its area. So it must accept central decision. Thus, the valid rules in development activity in united development region is decisions that are made by central. The evaluation is in accordance with Andi Anhar Chalid's confirmation who sees the strong influence of central government becomes cause factor why local politic institution didn't have ideal function. The difficulty for region to implement its function as people aspiration distribution has been told by Andi Anhar Chalid.

2. The Society Aspiration Struggle in Local Rule by DPRD of Riau Archipelago Regency Post Reformation

The failure of New Era Government in implementing decentralization has caused various changes that points the making of fair and wealthy New Indonesian order. The demand summit of change in government implementation sector is emerging want in order implemented decentralization politic, region autonomy that more emphasizes principals of democraton, role and society, even distribution and justice and paies attention potention and region diversity. In the fact, the demand is reached by emerging law Nr. 22 Year 1999 about Local Government.

Substantially, this law gives wide, real and responsible autonomy power to the region in accordance that is made with managemant of giving and exploiting national resource, and balancing Central and Local Finance. In process for deciding and implementing aspiration and local society interest more independently, in framework of Indonesian Republic Unity State. The hope to get independence in filling local society interest is depended on the law. Thus, this law will give strong legalization in framework of special democratization in government politic life, and social generally in region.

The authority of DPRD post reformation like in Law Nr. 22 Year 1999 shows that DPRD has very big authority. It's because, not only in chosing and implementing Regency doesn't need to consul with above government, like happened in previous period, but also can drop exxecutive if forbides DPRD's principal and another rule. The change of general local politic institution function is influenced by national Politic ed (2000), in the fact,

it also had impact to politic reformation pressure in local level that later implicates to politic attitude of Riau Archipelago's society.

The factor of valid law Nr. 22 Year 1999 also pushes to region legislative function change from Central Government tool into aspiration tool of local society. Generally, the change of DPRD's position from local government into pararel partner has become DPRD's function of Riau Archipelago more dynamic. The reflection of that substantiation has been in article 15 until article 29 of Law Nr. 22 Year 1999 that gives stronger role to DPRD. In the Law nr. 22 Year 1999, DPRD is legislative institution that is seperated from executive institution. Thus, with that shape and arrangement, so the Law normatively has given enough movement area for society in supervising government movement in region, placing DPRD as pararel partner with region executive. It has been fundamental than same certainty in Law Nr. 5 Year 1974.

The strong position of legislative bargaining to executive is strong indicator of DPRD's function change. This thing can be gone along by seeing Regency's responsibility process to DPRD that politically places region executive under region legislative. The stronger legislative position also can be seen that the election tightly, the development program suggestion that is financed through APBD before getting agreement. Thus, about DPRD's controlling against Regency.

The general election in 1999 has pushed DPRD's function change of Riau Archipelago Regency into demoratic than previous general election. Quantitatively, DPRD in this time is more representative than previous. The candidates of DPRD who come from various politic parties which emerged in reformation era make DPRD's function of Riau Archipelago different in the previous years. Therefor, DPRD comes from more democratic election result, so politic product must be estimated to take sides to society. The change is previous DPRD's role change is looked as democratization feature fulfillment as eecutive guarder. The condition as consequence from government influence in legislative candidate conscription, so the chosen candidates will give precedence society's interest than executive want.

The general election 1999 that was followed 27 politic parties caused politic map change in Riau Archipelago Regency. The election result in 1999 showed PDI-P got 14 chairs in DPRD of Riau Archipelago, meanwhile Golkar got 13 chairs. Besides that, PPP and PAN which got 5 and 3 chairs in DPRD of Riau Archipelago. Meanwhile the rest was filled by other politic parties (BPS Kepri 2004).

In reformation era and region autonomy that base on law Nr. 22 Year 1999, the shape of DPRD is strategic institution with some authority that can be told very big. In the fact, this Law places democratization in high position. This thing can be seen in phenomenon of every Region official election process. The candidates of DPRD are given and have full freedom in deciding who will be Region Official and Region Vice Official.

Besides that, the changes of executive and legislative attitude are more

oriented to society in interest of politic and economy that were ignored in past time become primary choice to be put forward. The politic recruitment as position of Regency and Vice Regency are competed more open, a condition that never happens in previous time. The bargaining position of legislative to executive in this time is getting stronger.

The research finding shows that legislative behaviour can do pressure to executive in legislation of a development plan that will be financed through Income Budget and Region Expense. Connected with legislative function implementation in reformation era especially connected with the task to absorb society aspiration is confirmed by DPRD's candidate of Riau Archipelago Regency. We must be honest to tell that society's economy of Riau Archipelago is not balance, who rich is richer and who poor is poorer. This Riau Archipelago is known in the whole of Indonesian, even the world on its beautiful and rich area, but local society can not enjoy it. The rich people from Central and Singapore. Nowadays we will find the way out, especially through authority in this region.

Then DPRD also tries to make local society interest in various local rule, intensive discussion is done through small group in order to get same attention about society interest in getting job chance in this area. Next, Supriadi tells: the way, we with another small group in DPRD submit local rule plan about workers, so local people can enjoy implemented development. They have main chance. The local law implementation is guarded, implemented or not. Besides that, executive must be remembered to increase tool of education and training.

Besides that, DPRD also tries to struggle local society aspiration by creating local rule about workers (means of education and training). DPRD always proposes in order that regency government implements cooperation program with out side to do education and training. The candidat of DPRD will inform the program to local society that is representated. Making local rule about workers (means of education and training), seen as effort to protect local society interest. DPRD always proposes in order that regency gvernment implements program and cooperates with out side to do education and training. The candidates of DPRD will inform the program to local society that is representated.

Hence, according to some societies, the effort of DPRD struggles society aspiration and policy making running well based on result society's want in economy sector. Juramadi Efram. One of activist of Suara Indonesia LSM tells that the change in society's economy repair of Riau Archipelago has not been many that is done by vice people in DPRD. They still struggle each politic party interest that struggling people interest commonly. They spend much time to solve their own problem, not people problem that keeps on being agape. The same thing is also told by Abdul Razak, the society figure of Riau Archipelago that vice people of general election in 1999, the result was far from society's hope. Basicly, society hope vice people to do chance especially connecting with people wealth increasment and religion value building in society. Besides that, the society also hope to vice people

of general election, such as Muchsin Chalidi confirms, namely the happening wealth change the building of morality values and religion .

CONCLUSION

In pra reformation era, DPRD of Riau Archipelago Regency is not able to struggle society aspiration in making local rule caused the strong central government control against region. In other side, post reformation, attitude change of DPRD of Riau Archipelago Regency has happened that starts to struggle society aspiration in making local rule than pra reformation era. The local rule that is made connected with local society's economy wealth increase. But, the society aspiration in local rule is felt if it is measured from its impact against increase of economy wealth, culture and religion in society in Riau Archipelago regency.

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UU No.5 Tahun 1974 Tentang Pokok-Pokok Pemerintahan Daerah

Wawancara dengan Amran Yusuf, Ketua Fraksi PPP Kabupaten Kepulauan Riau 1999-2004.

Wawancara dengan Andi Anhar Chalid Wakil Ketua DPC Golkar Kepulauan Riau dan juga sebagai Ketua DPRD Kabupaten Kepulauan Riau 1999-2004, di Tanjungpinang.

Wawancara dengan Drs. Abdul Razak, anggota DPRD Kepulauan Riau di Tanjungpinang.

Wawancara dengan Juramadi Esram, salah seorang aktivis LSM Suara Indonesia, di Tanjungpinang.

Wawancara dengan Muchsin Chalidi, tokoh agama Kepulauan Riau di Tanjungpinang.

Wawancara dengan Supriadi. HSK Ketua Fraksi PDIP Kabupaten Kepulauan Riau periode 1999-2004. Wawancara dilakukan di Tanjungpinang.