

## The quality of information literacy legislation secretariat of the regional people's representative council of East Java Province

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### Abstract

This study aims to describe the quality of information literacy legislation of DPRD members and staff of the DPRD Secretariat of East Java Province in the formation of regional regulations. The research method used is qualitative with a phenomenological approach, to understand phenomena through opinions, perceptions, behaviors, motivations, and experiences of research subjects. The subjects in this study were members of the DPRD and DPRD secretariat staff who were involved in the formation of regional regulations. There are nine resource persons for the council members, while the staff for the secretariat of the council are 14 people. Data collection techniques using interviews and Focus Group Discussion. The results of data collection grouped and arranged in descriptive narratives according to the research problem. This study finds that the DPRD secretariat and council members have worked collaboratively in the formulation of regional regulations. The conclusions of this study include, (1) the quality of information literacy for legislators and DPRD secretariat staff is quite reliable. (2) the capacity building programs to facilitate the legislative function can improve information literacy in legislation. (3) The source of literacy is Regional Regulation Number 13 of 2018 concerning the Establishment of Regional Legal Products (4) The secretariat library of the East Java Provincial DPRD acts as the main literacy room for council members and secretariat staff of the East Java Provincial DPRD.

**Key words:** Legislation information literacy; local regulations; East Java DPRD

## INTRODUCTION

The main function of the secretariat of the DPRD of East Java Province is to coordinate, synchronize and integrate all the duties of the leadership and members of the DPRD. As with its function of providing services to the leadership and members of the DPRD, the secretariat of the DPRD for the Province of East Java should work quickly and precisely, while still complying with legal corridors and in accordance with statutory regulations (Hartatik, 2019). The foundation of compliance with laws and regulations is a guide for every movement of the implementation of the secretariat activities of the East Java Provincial DPRD. With this firmness, the secretariat of the East Java Provincial DPRD can avoid potential abuse of authority and not be involved in the tug of war for practical political interests (Djauhari, 2015).

In the legislative function carried out by the DPRD, the power as a constitution maker is regulated in Article 20 paragraph (1) of the 1945 Constitution of the Republic of Indonesia. Sociologically, this power is the duty of all Indonesian people. In essence, the people have a place in government (Ishak, 2016). The people are in the government and participate in overseeing the running of the government through representatives. People's representatives in the form of a legislature, who decide how the government implements policies, and decides what the state wants to achieve (Arifuddin, 2018).

All members of the DPRD of East Java Province have the right of initiative in terms of proposing a draft regional regulation (Raperda) which makes the DPRD as an aspirational institution. The DPRD of East Java Province is obliged to fight for the interests of its voters (constituents) pro-actively through the formation of various legislative policies at the regional level. Supposedly, as a legislative body, DPRD is a source of ideas, ideas, and initiatives of various Raperda. Despite the fact that most of the proposals for Raperda come from the executive. As the owner of decisive power, the DPRD of East Java Province can take advantage of the right of initiative to make changes, approval, and determination of the changes in the Raperda to Perda (Modeong, 2001).

The general condition that occurs throughout Indonesia in making local regulations, DPRD tends to wait and be passive. It is not surprising that proposals for regional regulations (Perda) are more dominant from regional executives (Achmad, 2018). One of the reasons for the dominance of regional executives in carrying out government duties and public services is the difference in the quality of DPRD members compared to the quality of bureaucrats from regional executives. DPRD members are considered to lack accountability, responsiveness, and accountability to carry out the duties and functions of the council (Agustina et al., 2014).

The role of the people's representatives who are institutionalized in the DPRD of East Java Province has the authority in the preparation of regional laws and regulations, so they are entitled to receive service support from a regional apparatus organization called the Secretariat of the Council. The purpose of providing this support is so that the leadership and members of the East Java DPRD are able to work optimally to produce legal products that are beneficial to the lives of many people (Hartatik, 2019). To support the work of DPRD members, facilitation is needed by the secretariat in terms of providing staff, experts, technical personnel, and administrative staff (Kojongian, 2017). Of course, in the process of forming a regional regulation, it requires the adequacy of the capabilities of the two elements (members and the secretariat of the DPRD) in mastering science and knowledge in the field of law (Agustina et al., 2014).

The adequacy of this capability is called legislative information literacy, namely the ability related to the ability to read, write, and think critically, mastering reading sources for laws and regulations, actively writing academic papers, and producing responsive regional regulations. The causes of the low literacy of information on legislation are, among others, the result of (1) inadequate human resource expertise, (2) low efficiency or budget absorption, (3) the low level of community participation to be involved in the process of forming regional regulations (Arifuddin, 2018).

The theme of this research specifically focuses on information literacy on legislation in the DPRD of East Java Province which has experienced ups and downs in the productivity of its legislative performance. For comparison, in the 2009-2014 membership period, the East Java Provincial DPRD succeeded in enacting 13 local regulations. However, during the 2014-2019 membership period, they were only able to discuss and stipulate 7 regional regulations (Rahmawati & Sari, 2020). Meanwhile, in the 2019-2024 membership period, the East Java Provincial DPRD stipulates a total of 21 regional

regulations only in the two years 2019-2020. Whereas in the 2019-2024 period, the East Java DPRD had 120 members with more diverse educational backgrounds than the previous membership periods. For this reason, this study aims to determine the quality of information literacy of members and staff of the secretariat of the DPRD of East Java Province regarding the formation of regional regulations. Some information gathering concerns (1) ownership of the field of legal knowledge by members and staff of the secretariat of the DPRD of East Java Province, (2) types of capacity building activities to support the duties and functions of legislation, (3) availability of literacy resources regarding the formation of regional regulations.

### **Literature Review**

Literacy is the ability to read and write, the possession of skills and or knowledge in certain activities or fields. A person's ability to process information and knowledge as the basis for life skills (KBBI V, 2021). In more depth, literacy is defined as something that includes visual literacy or the ability to better find, recognize, and understand various ideas that are presented visually, including images, photos, scenes, and videos (UNESCO, 2020). While *Cambridge assessment* (2013) explains literacy as the ability of an individual to speak, count, read, and write with a certain level of expertise, for solving problems in work, family, and community life.

There are six types of information literacy, namely: literacy, numeracy, scientific literacy, financial literacy, digital literacy, and cultural literacy. (Wilson et al., 2011). Reading and writing literacy is the knowledge and skills to read, write, search, search, process, and understand information to analyze, respond to, and use written texts to achieve goals, develop understanding and potential, and to participate in the social environment. Numerical literacy is the knowledge and skills to (a) acquire, interpret, use, and communicate various kinds of numbers and mathematical symbols to solve practical problems in everyday life; (b) can analyze the information presented in various forms (graphs, tables, charts) to make decisions.

Scientific literacy is scientific knowledge and skills to be able to identify questions, acquire new knowledge, explain scientific phenomena, and draw conclusions based on facts, understand the characteristics of science, build awareness of how science and technology shape the natural, intellectual and cultural environment, and increase the willingness to engage and participate in science and technology. concerned in issues related to "science. While digital literacy is the knowledge and skills to use digital media, communication tools, or networks in finding, evaluating, using, creating information, and utilizing it in a healthy, wise, intelligent, careful, precise, and law-abiding manner.

Financial literacy is the knowledge and skills to apply (a) understanding of concepts and risks, (b) skills, and (c) motivation and understanding to make effective decisions in a financial context to improve financial well-being, both individual and social, and can participate in the community. Meanwhile, cultural literacy is knowledge and skills in understanding and reacting to Indonesian culture as a national identity. Meanwhile, civic literacy is knowledge and skills in understanding the rights and obligations as citizens of the community.

Based on Law Number 17 of 2014 Article 317, stated that the provincial DPRD has the following duties and authorities: (1) forming provincial regional regulations with the governor, (2) discussing and approving the draft regional regulations regarding the proposed provincial regional revenue and expenditure budget. by the governor, (3) carry out supervision over the implementation of regional regulations and provincial regional revenue and expenditure budgets, (4) propose the appointment and dismissal of the governor and/or deputy governor to the President through the Minister of Home Affairs to obtain approval for the appointment and/or dismissal, and so on. -other.

The process of forming a regional regulation is part of the administrative activities of the regional government which includes the management of information, people, and property in an organized manner which is based on state sovereignty within the government. Local government administration has an important role in the process of administering government in East Java Province to achieve the goals set by the state (Lasatu, 2020). The elements of a regional government consist of five things, namely: (a) Regional government is a political subdivision of state sovereignty, (b) Regional government is regulated by law, (c) Regional government has a government agency elected by the community, (d) Local government regions carry out activities based on statutory regulations, and (e) regional governments provide services within their jurisdictions (Djauhari, 2015).

Good regulation is based on three principles, namely: juridical principles, sociological principles, and philosophical principles. Based on juridical principles, the first explanation is that the making of regulations must be based on the authority of the maker. Each regulation must be made by an authorized body or official, otherwise the regulation is considered null and void (*van rechtswege nietig*). This means that it is considered never existed and all consequences are legally null and void. For example, there are laws in a formal sense (*wet in formele zin*) made jointly by the President and the DPR, or regional regulations that are initiated by the DPRD. If the Law is not mutually agreed upon by the DPR and the President, or if there is an initiative *Perda* that is not approved by the Governor. So, the Act and the Regional Regulation are null and void.

The second explanation is that the type of regulation must have conformity with the form of the regulated material. Especially if ordered by regulation with a higher or equivalent level. This form of discrepancy can be a reason to cancel the said legislation. For example, it is stated that the implementation of a law will be regulated in a Ministerial Decree. But in practice the technical implementation is regulated through a Circular of the Minister or Circular of the Directorate General. Then the SE Minister or SE Director General can be canceled (*vernietigbaar*).

The third explanation is that the making of regulations must follow certain applicable procedures. If the making of regulations does not follow the applicable procedures, then the regulation may be null and void or not yet have binding legal force. For example, it is regulated that the Regional Regulation in East Java is made by the Governor with the approval of the DPRD for the Province of East Java. If there is a regional regulation from the executive that does not include the approval of the East Java Provincial DPRD, then the regional regulation is null and void. Another example, as regulated in the Law on promulgation (announcement) that every regulation must be promulgated in the State Gazette as the only way to have binding power. If it is found that there is a law that has not been/not promulgated, then the law does not yet have binding legal force.

The fourth explanation, it is stated that the stipulation of a regulation must not conflict with the legislation at a higher level. If there is a regulation that violates these rules, then the regulation is considered null and void. For example, regulations at the level of the law. then the law may not contradict its contents with the constitution above it. Based on the sociological principle, the making of regulations must reflect the living reality experienced by the community. For example, the development of industrialization in society must be reflected in regulations that contain answers to the demands and needs of problems related to labor, such as wages, welfare, and labor relations.

Meanwhile, based on philosophical principles, each regulation must state the legal ideals (*rechtsidee*) that are expected by the community. Examples of legal ideals in regulation include: ensuring justice, order and welfare. A *rechtsidee* is born from value systems in society, such as good and bad, social relations with individuals, respect for women, equality for disabilities, and other values that involve views about the nature of things.

The theory of the formation of this regulation supports the proper functioning of the legislative functions of the East Java Provincial DPRD, meaning that it will produce good Regional Regulations as well. Whether or not a regional regulation is made by the East Java Provincial DPRD depends on the process of its formation, from formulation to stipulation by applying three principles as a reference. A good local regulation is made based on the problems that exist in the community. These problems in the community can be prevented, handled, and resolved by making local regulations that must be obeyed by the community. The purpose of enactment of a regional regulation is to provide benefits and guarantee justice for each individual and the entire community. Regional regulations must guarantee the widest benefit and justice for all communities in the place where the regional regulations apply (Lasatu, 2020).

## METHOD

This research method uses descriptive qualitative with a phenomenological approach, which aims to understand the phenomenon from the experience of the research subject (Flick, 2014; Manen, 1990). The experience involves opinions, understanding, perceptions, behavior, knowledge, motivation, responses, and actions holistically (Achmad, Juwito, Candrasari, & Ashfaq, 2021; Creswell & Creswell, 2018). The way to understand this phenomenon is through the description of words, statements, sentence contents, and the use of language, in a natural context and using scientific techniques. Data acquisition

in a qualitative research is data that shows actual events that take place within the scope of the research subject's life (Achmad & Ida, 2019; Wiranata, Mardiyah, & Achmad, 2016).

The research location is the office of the Secretariat of the Regional People's Representative Council of East Java Province, Jalan Indrapura No. 1 Surabaya. The location selection was based on the reason that the entire legislative process in making regional regulations took place in the East Java Provincial DPRD complex. Determination of informants as research subjects based on the criteria of the researchers (Creswell & Creswell, 2018; Lailiyah, 2016), including: (1) East Java Provincial DPRD members for the 2019-2024 period who are involved in the formation of Regional Regulations, (2) DPRD Secretariat Staff as a technical team involved in the formation of Regional Regulations.

The number of informants for DPRD members was 9 people representing nine factions from the PDI-P Faction, the National Awakening Faction, the Gerindra Faction, the Democratic Faction, the Golkar Party Faction, the Nasdem Faction, the National Mandate Party Faction, the United Development Party Faction, and the Conscience Party Justice Faction. Meanwhile, the number of informants of the DPRD secretariat staff is 14 people who are involved in the activities of making regional regulations, namely from the legislation, court and library sections. The total number of informants is 23 people. The composition of resource persons from the secretariat staff of the East Java DPRD has considered the involvement of women.

The types and sources of primary data in this study are words, opinions, actions, writings, and documentation from direct sources. Data collection techniques from the informants were obtained through in-depth interviews, focus group discussions (FGD), and submitting a list of questions. In-depth interviews and FGDs were conducted with the secretariat staff of the East Java DPRD. This technique worked well because the DPRD secretariat staff were very open, cooperative, and easy to find. While the technique of submitting a list of questions was carried out on members of the East Java DPRD, due to the limitations of the researchers to be able to directly meet the council members in the East Java DPRD work room. The main difficulty is the busyness of the board members with various board activities that are mostly in the community (visits, musrenbang, foreign service, recess, and constituent meetings). The researcher received assistance from the faction staff to carry out intensive communication with nine members of the East Java DPRD from nine factions who were willing to be resource persons.

Data analysis in this study took place interactively and took place during the process of extracting information. The researcher continues to interact with the data until the data obtained is considered sufficient to answer the research problem. The stages of data analysis referring to the Miles and Huberman model are drawing conclusions and verification (Miles, Huberman, & Saldana, 2014).

The data from interviews, FGDs, and written answers from the informants were then grouped based on a list of statements originating from research problems. The results of grouping or categorizing the answers of the informants are then arranged in descriptive narratives to answer research problems. The results of data analysis can later provide a conclusion on the condition of information literacy in East Java DPRD legislation regarding the formation of regional regulations. Conclusions from the results of the analysis, verification will be carried out by confirming and conveying the results to the informants. The results of the verification of the data analysis can provide recommendations for further research.

## **RESULT AND DISCUSSION**

This study focuses on the legislative information literacy skills and abilities possessed by DPRD members and the secretariat staff of the DPRD of East Java Province. Assessment of the quality of information literacy in legislation, based on the active involvement of informants in the process of making local regulations. Understanding of legislative information, including understanding the laws and regulations, understanding the process of making regional regulations, understanding the duties and functions of legislation, capacity building activities in the legal sector, and utilizing literacy resources by members and staff of the East Java DPRD secretariat.

The limitation of information literacy in legislation is a person's ability to understand various laws and regulations, to be involved in the socialization of laws, to carry out the obligations and rights as a citizen to the enactment of laws, and the ability to understand the function of legislation in the process of making laws and regulations. In the context of the East Java Provincial DPRD, what is meant by

legislative information literacy is the ability of DPRD members and the secretariat staff of the East Java Provincial DPRD in terms of reading, writing, analyzing, conducting studies to process data and facts in the process of making regional regulations, understanding the stages of forming regulations. local government, knowledge of knowledge in the field of law and legislation, being involved in the entire series of local regulations formation, understanding the legislative function of the East Java Provincial DPRD, and understanding the benefits of local regulations for the community and government. Legislation information literacy in this study covers the following limitations: (1) the legal basis for the formation of regional regulations, (2) the composition and position of regional regulations with respect to the regulations above them, (3) the importance of regional regulations for the community, (4) efforts to increase capacity in the legal sector, (5) understand the sources of literacy in the formation of Regional Regulations.

Regional regulations are official texts in the form of statutory regulations, which aim to manage regional autonomy, regulate assistance tasks to realize new policies, implement higher laws and regulations, and establish an organization within the local government environment. Based on the group, there are two types of regional regulations, namely: (1) routine regional regulations, such as ratification of APBD, amendments to APBD, ratification of APBD calculations. (2) incidental local regulations, covering all local regulations that are made only once as needed.

The perpetrators of the formation of the East Java Provincial Regulation are the Governor and the Regional People's Representative Council (DPRD) as elements of the regional administration (Agustina et al., 2014). Both parties as stated in Article 5 of Law no. 12 of 2011 concerning the Establishment of Legislations, in forming good laws and regulations, the following principles must be adhered to: (a) Clarity of purpose, (b) Institutional or appropriate forming officials, (c) Conformity between types, hierarchies and content, (d) Can be implemented, (e) Usability and effectiveness, (f) Clarity of formulation and (g) Openness. Each process of forming a regional regulation must include several stages, starting from the planning, drafting, discussion, ratification or stipulation stages and promulgation.

The quality of the informants' understanding of the process of making local regulations is very good, because they can explain in detail the process of drafting regulations during the focus group discussion. As a summary of the answers of the following informants:

*"...The process of drafting a regional regulation consists of four stages, namely: planning, drafting, discussing and stipulating. Meanwhile, the mechanism for submitting the Raperda, which was proposed by members of the DPRD of East Java Province to become a Regional Regulation, is at the drafting stage. In the second stage (compilation), the mechanism for submitting the Raperda begins with the submission of an academic manuscript from the proposers accompanied by the name of the proposer, the applicant's signature and the Identification Number given by the DPRD Secretariat to the DPRD leadership in writing. After the leadership of the DPRD of East Java Province has received all the files, the leadership of the DPRD will assign the Regional Legislation Agency to review the Raperda"* (FGD answers from AND, SUW, SUT, SET, VEN, DPRD secretariat staff, 7 and 8 December 2021).

*"...After the legislative body completes the assessment, the Raperda will be returned to the leadership of the East Java Provincial DPRD. Furthermore, the DPRD leadership will hold an internal plenary meeting to ask for opinions from other DPRD members regarding the Raperda proposed by the proposers, including whether the Raperda can be used as an initiative Perda. The mechanism in discussing the Raperda proposed by DPRD members to become a Regional Regulation begins with sending a letter by the PRD leadership to the Governor. In discussing the Raperda on the initiative proposed by DPRD members to become a Perda, two levels of discussion are needed"* (FGD, answers from TON, SRI, ADJ, KOT, DEW staff of DPRD secretariat, 7 and 8 December 2021).

*"...At the first level, the discussion will begin with an explanation from the proposer of the Raperda (in this case the DPRD of East Java Province) regarding the proposed Raperda. Furthermore, the Governor will be given time to provide comments or opinions related to the Raperda proposed by DPRD members. The first phase of the discussion ended with*

*responses from DPRD members to the opinion of the Governor. At the second level of discussion, a meeting is held which contains decisions made from the results of the first level of discussion. Then the chairperson of the plenary meeting will ask for verbal approval from members and end with an opinion from the Governor” (ERM Interview, HIK, NOE, HAR, DPRD members, 12 and 13 December 2021).*

*“...If the two levels of discussion conclude that the DPRD members agree on the decision that the Raperda can be continued as a Regional Regulation. Then the next stage is the stage of ratification and/or promulgation to make the Raperda into a Perda.” But if the initiative Raperda does not get the Governor's approval, then the discussion will be stopped until that stage and may not be proposed during the same session” (Interviews with HAS, AHM, AMA, MAH, DWI, DPRD members, 15 and 16 December 2021).*

The legislative duties and functions of the DPRD of East Java Province are supported by the secretariat staff of the DPRD to carry out administrative functions, hold meetings, provide, and coordinate the need for experts. The secretariat staff of the DPRD of East Java Province are civil servants and/or other employees assigned as elements of service to the leadership and members of the DPRD to carry out the functions of the council. Like every staff who works in the secretariat of the DPRD of East Java Province, has a very significant role in supporting secretarial administration, in carrying out the legislative functions of DPRD members. DPRD members do not know anything about the complexities of secretarial administration, because they focus on carrying out their duties in accordance with their legislative functions (Kojongian, 2017).

*“...The main function of the secretariat of the DPRD of East Java Province is to coordinate, synchronize and integrate all the duties of the leadership and members of the DPRD. As the executor of the function of support to the leadership and members of the DPRD, the secretariat of the DPRD of East Java Province works by complying with legal corridors and in accordance with statutory regulations. Compliance with laws and regulations is a guide for every movement of the implementation of the secretariat activities of the East Java Provincial DPRD, this is non-negotiable. With this firmness in mind, the secretariat of the East Java Provincial DPRD keeps a distance from potential abuse of authority and is not involved in the tug of war for practical political interests” (FGD, answers from MAH, ADE, YOS, OKT, DPRD secretariat staff, 7 and 8 December 2021).*

The legislative function of the East Java Provincial DPRD will not work if there is no contribution made by the secretariat staff. In some legislative activities, such as commission meetings or plenary sessions on the formation or formulation of regional regulations, the staff of the secretariat facilitates all the needs of the leadership and members of the DPRD. These facilities are in the form of hardware and software that can support the implementation of the legislative functions of members of the East Java Provincial DPRD. In addition to providing facilities, the secretariat staff's duties are to document, record, and socialize every Perda that is passed.

*“...The DPRD Secretariat is unique, related to the very high intensity of work. At one time, indeed all staff could come to work and gather together in this Indrapura office. But when the members of the council are in recess or carrying out activities in the framework of the board's duties, it seems as if the Indrapura office is very quiet. I saw for myself that the DPRD secretariat staff had to move to various cities in a week. Because almost all staff are involved in activities that take place simultaneously. Things like this are sometimes not understood by some members of the board. That taking care of secretarial administration in the process of making regional regulations is very complicated” (FGD answers from AND, SUW, SUT, SET, VEN, DPRD secretariat staff, 7 and 8 December 2021).*

*“...For example, at meetings or plenary sessions regarding the preparation of Draft Regional Regulations, all administrative needs are prepared by secretariat staff. Time and schedule arrangements, protocol, space provision, chair arrangement, material preparation, choice of consumption type, sound system, lighting conditions, to the need for toilets in the bathroom” (FGD, answers from MAH, ADE, YOS, OKT, DPRD secretariat staff, 7 and 8 December 2021).*

The demands of a people's representative are to have the ability to write and read so that they can play an active role in formulating laws and regulations and are able to carry out the function of legislation. The main function of a people's representative is to educate the nation, so it must continue to improve its ability to learn laws and regulations. Thus, legislation for the DPRD of East Java Province is one of the functions related to the making of Regional Regulations. The process of making the Regional Regulation itself is a manifestation of the performance of the East Java Provincial DPRD which is aspirational and responsive.

The requirement for the formation of a regional regulation is that it must meet formal requirements and material requirements. The formal requirements are related to compliance with the procedures as stated in the laws and regulations, while the material requirements are related to the substance of the regulations that are binding on the public. Based on article 136 of Law no. 32 of 2004 concerning Regional Government, the purpose of establishing a regional regulation is to create a codification of norms and values of life that have settled in the community in the context of implementing provincial/district/city regional autonomy and co-administration tasks, as well as a form of further elaboration of regulations. higher legislation by taking into account the characteristics of each region (Wasistiono & Wiyoso, 2009).

The legislative function process carried out by the East Java DPRD has eight stages, starting from the preparation of the Regional Legislation Program (Prolegda), followed by the preparation of the Draft Regional Regulation (Raperda), submission of the Raperda, socialization of the Raperda, discussion of the Raperda, ratification and stipulation of the Raperda, the promulgation of the Regional Regulation and the last socialization of regulations to the community. The quality of the understanding of the informants from DPRD members on the stages of forming a regional regulation has proven to be very good. As the answers of the following board members.

*"...At each of these stages, the process flow for the formation of a regional regulation takes place in stages. It is impossible for the DPRD throughout Indonesia to carry out this series of stages jumping around. The stages are a sequence that must be passed one by one. The priority scale of the Propemperda is made through a DPRD Decree. Furthermore, the DPRD's decision on the Propemperda must be made every year before the stipulation of the draft Perda on the APBD"* (Interviews with ERM, HIK, NOE, DPRD members, 12 and 13 December 2021).

*"...Under certain conditions, the DPRD or regional head may submit a draft Perda outside the Propemperda, because: one, it aims to overcome extraordinary circumstances, conflict situations, or natural disasters; two, as an effort to follow up on cooperation with other parties; and three, to cope with certain other circumstances"* (Interviews with HAR, HAS, AHM, DPRD members, 15 and 16 December 2021).

*"...The urgency of a draft regional regulation can continue to be the preparation of a regional regulation, outside of a propemperda if it is mutually agreed upon by the DPRD apparatus, which has special authority in handling the formation of a regional regulation, with a bureau or legal department in the regional government. This can happen, if the Minister decides to cancel the Provincial Perda. Or it can be done by the governor for district and city regulations. Or it can happen if there is an order from a higher statutory regulation after the program for establishing a regional regulation is enacted"* (Interviews with MAH, DWI, DPRD member, 15-16 December 2021).

The permanent agenda carried out by the East Java DPRD Secretariat is to provide orientation and task experience regarding the duties and functions of being a member of the East Java DPRD. The implementation of orientation and deepening of duties is carried out by the Ministry of Home Affairs through the Human Resources Development Agency, after being sworn in as a member of the East Java Provincial DPRD. The orientation of this task deepening is mandatory and very meaningful for all members of the East Java Provincial DPRD, for that task orientation is given at the beginning of the position before starting the task as people's representative in the East Java Provincial DPRD. After receiving orientation and deepening of duties, each member of the council is expected to have

competence, professionalism, and integrity to be able to carry out their functions as members of the Provincial DPRD for East Java properly.

Likewise, the secretariat staff of the East Java Provincial DPRD, regularly receive capacity building through various trainings that are accommodated through the Communication Forum for the Secretariat of the DPRD in East Java. Through various capacity building programs, each secretariat staff can develop their potential and expertise in providing support and services for the creation of Regional Regulations. The challenge for the DPRD secretariat in providing facilitation to members of the East Java Provincial DPRD is the status as a representative or people's representative is a trustee because they have the freedom to act in making decisions according to their own considerations without the need to consult with those they represent (Djauhari, 2015).

*"...All seminar activities, communication forums or the like, have been properly scheduled and coordinated under the leadership of the Secretary of the DPRD of East Java Province. Regarding consultations, this activity is part of a direct capacity building process for DPRD leaders and members to get input related to government policies. Usually, this activity is carried out in Jakarta to the ministries related to the discussion of the Draft Perda"* (FGD, answers from MAH, ADE, YOS, OKT, DPRD secretariat staff, 7 and 8 December 2021).

*"For activities with the theme of Orientation and Deepening of Duties for Leaders and Members of the DPRD, 2-3 activities are carried out for each member in one budget year. Meanwhile, the number of activities and budget allocations with the theme of Seminars, Communication Forums, Synergy, Consultations or other activities, are carried out as needed. At the drafting stage of the Draft Regional Regulation, FGD activities were intended to capture the aspirations of the community regarding what needs to be done, namely the extent to which something is required in the Regional Regulation. This activity was carried out prior to the preparation of the Academic Manuscript. During 2020, the public hearing activities carried out by members of the East Java DPRD have been carried out as many as 25 activities, while in 2021 there have been 40 activities"* (FGD answers from AND, SUW, SUT, SET, VEN, DPRD secretariat staff, 7 and 8 December 2021).

*"...During 2019, the Communication Forum or Synergy activities were budgeted for 15 activities with 6 activities carried out to increase the capacity of the DPRD Secretariat, while 9 activities were carried out to increase the capacity of the DPRD of East Java Province. The activities of the East Java Provincial DPRD are based on the DPRD's Complementary Tools, namely Bapemperda, BK, and Commissions. In 2020, the same type and number of activities will also be carried out. Meanwhile, in 2021, the focus of the East Java Provincial DPRD's activities will be on the types of FGD activities, public hearings, and socialization of laws and regulations. All of these 2021 activities are part of the process of forming a regional regulation, particularly related to strengthening community participation"* (FGD, answers from TON, SRI, ADJ, KOT, DEW DPRD secretariat staff, 7 and 8 December 2021).

Legislation literacy for members and staff of the East Java DPRD secretariat must improve, to support efforts to increase capacity and quality in the function and authority for making regional regulations. With good legal literacy, the making of regional regulations will not conflict with regulations at a higher level. One of the capacity building programs that have become the flagship program of the East Java DPRD Secretariat is the activities of the East Java DPRD Secretary Communication Forum and the East Java DPRD Member Communication Forum.

The East Java Provincial DPRD Library is a facility that provides information resource services that provide references, literature, and access to information that can support the activities of the leaders and members of the East Java Provincial DPRD, as well as for the staff of the East Java Provincial DPRD Secretariat. The existence of the secretariat library of the DPRD of East Java Province is very important as a reference for special collection sources in the form of books, clippings, magazines, newspapers, photo documentation of activities, electronic recordings (images, sounds, and videos), especially laws and regulations.

This study sees that there are two factors that influence the information literacy of DPRD members about legislation (making regional regulations). The first factor is internal, including educational background, assignment background, political background, and experience. The second factor is external, namely demands for accountability and public trust. DPRD members can carry out their legislative functions properly if their leaders and members have ideal qualifications, namely adequate educational and scientific backgrounds, get their party assignments specifically to be involved in making regional regulations, their political parties have an interest in making regional regulations, and are experienced in the process. making local regulations.

As the results of interviews, DPRD members who have these ideal qualifications (internal factors), have good information literacy on legislation. Many of their answers and arguments were based on scientific background and experience, as were answers from resource persons NOE, HAR, AHM, and MAD who had a legal education background and experience of more than one term of office. The suitability of educational background is a determining factor for mastery of skills in the field of legislation (Harahap, 2008). The educational backgrounds of DPRD members are diverse, so information literacy in the form of knowledge and understanding of legislation (making regional regulations) is also diverse. Most of the resource persons from DPRD members have educational backgrounds from the social sciences and humanities groups. Meanwhile, external factors affect how DPRD members carry out their roles to account for their legislative functions to the public. The public can openly see the progress of DPRD members in the process of making local regulations, through their activities and statements on social media, mass media, public hearings, and consultations.

Meanwhile, the information literacy of DPRD secretariat staff regarding legislation influenced by two factors, namely (1) Internal which consists of educational background, assignment background, and experience. (2) External in the form of task demands and good governance. For the secretariat staff of the East Java DPRD, there should be no staff who do not understand their rights, duties, and authorities correctly regarding the making of regional regulations. Even though they do not have the appropriate scientific background, all staff must gain experience and duties to support the legislative function of the DPRD in making regional regulations. As the demands of the East Java Provincial government bureaucracy to realize good governance practices during limited human resources.

The ability of the DPRD secretariat staff, which is very adaptive and flexible, to have sufficient information literacy on legislation, is due to the educational and scientific background that comes from the Social Sciences and Humanities family and the experience factor. As evidenced by the results of the interviews, all resource persons from the DPRD secretariat staff were able to respond well to all knowledge about the process of making local regulations. Although most of the resource persons from the DPRD secretariat staff do not have a legal background, experience is a determining factor in mastering knowledge and understanding of the process of making local regulations. Assignment is one of the easiest ways to provide experience for bureaucratic staff to strengthen the legislative function of parliament (Bagijo, 2010).

## **CONCLUSION**

Members of the DPRD and secretariat staff of the DPRD of East Java Province who are involved in the process of forming regional regulations have sufficient and reliable information literacy on legislation regarding the formation of regional regulations. DPRD members can explain well the entire process of making regional regulations, and understand the importance of the function of legislation in the development and functioning of regional government. DPRD secretariat staff understand the main task of their function in facilitating the passage of the legislative function. DPRD secretariat staff understand that all assignments received are the embodiment of good governance practices as the bureaucracy of the East Java Provincial Government.

Various programs to increase the capacity of the legal sector to support the legislative function in the East Java DPRD, including through orientation and deepening of tasks, provision of experts, council secretary communication forums, consultation forums, synergetic forum, seminars, workshops, and comparative studies, have proven to be able to improve information literacy and the capacity of DPRD members and staff of the East Java DPRD secretariat in the process of establishing regional regulations. The main literacy sources are the provision of East Java Provincial Regulation Number 13 of 2018 concerning the Establishment of Regional Legal Products and full access to the East Java Provincial

DPRD secretariat library by providing a complete collection of laws and regulations in the form of books, e-books, journals, e-journals, clippings, magazines, previous local regulations, academic manuscripts, a collection of East Java Provincial Regulations, and various legal treatises.

This study has limitations in observing the writing literacy skills of DPRD members and Provincial DPRD secretariat staff regarding the process of forming regional regulations. Suggested further studies to assess the quality and productivity of writing recommendations, academic manuscripts, legal drafting, scientific articles, opinions in the mass media, and books conducted by members of the DPRD and secretariat staff of the DPRD of East Java Province.

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