



Assessing the Impact of Legislative Budget Allocations on Community Aspiration Fulfillment

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Abstract

While existing research has explored the effectiveness of the recess budget of Regional People's Representative Council (*Dewan Perwakilan Rakyat Daerah—DPRD*) members in absorbing community aspirations in regions in Indonesia, there is a specific need to examine the alignment of budget expenditures with actual outcomes. This study assesses how effectively the DPRD members of North Maluku use the recess budget to capture community aspirations and prioritize them within DPRD's strategic plans. Utilizing a qualitative, phenomenological approach, the research involved DPRD members, the Local Government Budget Team, and experts or academics. Data were gathered through interviews and documentation, analyzed using Miles and Huberman's interactive model. The findings indicate that the recess budget has been used effectively, meeting all eight effectiveness criteria. The process of prioritizing community aspirations in the development of DPRD's strategic agenda is done subjectively by DPRD members, focusing on urgent needs in alignment with the priorities of the Regional Medium-Term Development Plan (*Rencana Pembangunan Jangka Menengah Daerah—RPJMD*), and influenced by the initial locations visited during recess, discussions with the community, and direct engagement with relevant community issues.

Keywords: effectiveness; budget; recess; DPRD; community aspirations

INTRODUCTION

Recess is one of the most emotionally close instruments between Regional People's Representative Council (*Dewan Perwakilan Rakyat*

Daerah—DPRD) members and their communities because communication is carried out directly in two directions by the community and DPRD members. This emotional intimacy

aligns with the principles of effective governance, which encompass transparency, accountability, participation, and responsiveness. A government that emphasizes emotional connection with its citizens can better oversee public resources in a fairer and more efficient manner, fostering a deeper sense of trust, which in turn aids in realizing more inclusive and sustainable development objectives. Recess is a period of duty for DPRD members to visit the electoral districts (*daerah pemilihan*—Dapil) to absorb, capture, and collect the aspirations of the community. It can be said that recess is a process for DPRD members to explore information and development problems in the grassroots environment as material in making decisions on regional development policies. Recess is an important process for legislators to gather information and understand development issues, reflecting community involvement in decision-making. Similar practices in other countries demonstrate inclusive governance; in Brazil, Citizen Discussion Forums allow for aspirations regarding budget planning. Gram Sabhas in India provide space for participation in decision-making, while Town Hall Meetings in the US also solicit feedback from the community. While differing in formality

and structure, both legislative recesses and other mechanisms around the world emphasize the importance of community involvement to ensure relevant development policies. This pattern is often referred to as a form of bottom-up policy direction exploration, which is more inclusive than the top-down pattern.

The term of office of DPRD members involves visits to electoral districts Dapil to absorb community aspirations, in line with participatory budgeting and community involvement. This is important to create a responsive and accountable government, ensuring that policies and budgets reflect the needs of citizens. DPRD acts as a liaison between the government and the community, incorporating community aspirations into budget priorities. In addition, community involvement in budget oversight increases transparency and accountability, through forums and meetings to evaluate the suitability of budget allocations to community needs. The Accountability Theory in public administration emphasizes the government's responsibility to the people in the use of the budget. Community involvement in budget oversight increases accountability and public trust. Internationally, participatory budgeting is applied in many countries, such as Brazil and

India, in line with the principles of good governance recognized by the UN and the World Bank. The main objective is to improve community welfare by ensuring that the budget is used for important needs. The practice of DPRD members who go to the Dapil reflects participatory budgeting, strengthening local democracy, accountability, and transparency.

The recess period is determined by the DPRD of North Maluku Province and the duration of the recess period for DPRD members is 14 calendar days. The 14-day calendar recess period for members of the North Maluku Provincial DPRD plays an important role in increasing legislative engagement with the community. Although short, this period gives DPRD members the opportunity to directly listen to the aspirations of the community, making policies more responsive. During the recess, they can interact with constituents and explore local issues. The geographical challenges in North Maluku make this time quite efficient for establishing communication. Compared to practices in other countries such as Brazil and India, the recess in North Maluku is simpler. In the US, Town Hall Meetings are held more often, but recesses are still important for building relationships. Considering the local context, this duration is sufficient for

collecting input, especially if balanced with consistent follow-up. In its implementation, each DPRD member is required to make a plan for the implementation of recess activities submitted to the DPRD Leader no later than seven days before the recess period. The recess planning describes the location of work visits during the recess period of DPRD members in their respective Dapil as many as eight points/locations of visits to be carried out both in villages, sub-districts and districts/cities. There are 45 members of the North Maluku Provincial DPRD consisting of five Dapil, namely Dapil I Ternate City and West Halmahera Regency, Dapil II North Halmahera Regency and Morotai Island Regency, Dapil III Central Halmahera Regency, Tidore Islands City, and East Halmahera Regency, Dapil IV South Halmahera Regency, and Dapil V Sula Islands Regency and Taliabu Island Regency.

The recess period carried out by each DPRD member to meet the community or constituents has consequences for financing or budgeting through the Regional Revenue and Expenditure Budget (APBD). Financing in the APBD consists of two components, namely official travel costs and recess socialization costs. Of the two types of financing, the focus of this research is

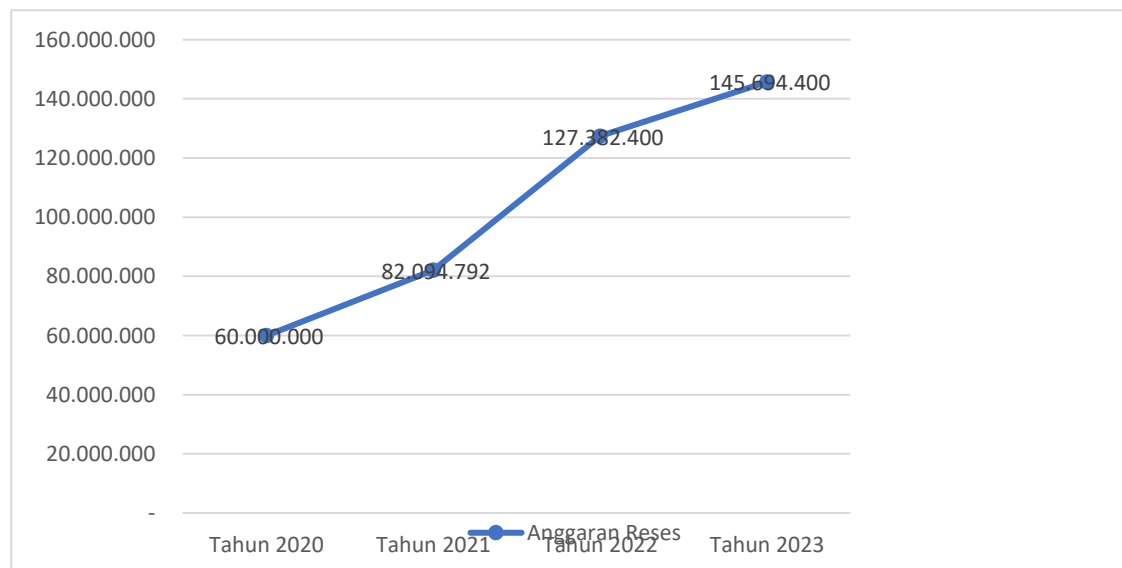


Figure 1. Total Recess Budget for DPRD Members for 2020 – 2023

Source: 2023 DPRD Secretariat

specifically on financing the socialization of recess activities of DPRD members. Every regional expenditure used from APBD sources must be accounted for administratively in accordance with the provisions of the applicable laws and regulations. The cost of socialization is regulated in a guidebook for the implementation of recess activities prepared by the Secretariat of the DPRD of North Maluku Province. This guide is the basis for DPRD members to make expenditures based on the components that have been compiled and regulated. There are several components of financing that are needed in each recess activity of DPRD members, including office stationery, banner printing, sound system, generator, food and drink, tents,

chairs, and tables. The following amount of recess budget from 2020 - 2023 can be seen in Figure 1.

The increase in the financing component of the recess budget must be directly proportional or linear with the results to be achieved. Recess activities should not only be seen as routine activities every year which are the constitutional obligations of DPRD members. But it needs concrete efforts in realizing the aspirations of the community that have been absorbed during recess activities into programs and activities that can be directly felt by the community. According to Makmur, to reveal effectiveness indicators, it can be seen from several aspects of effectiveness criteria, which consist of timeliness, accuracy of cost calculation, accuracy in measurement,

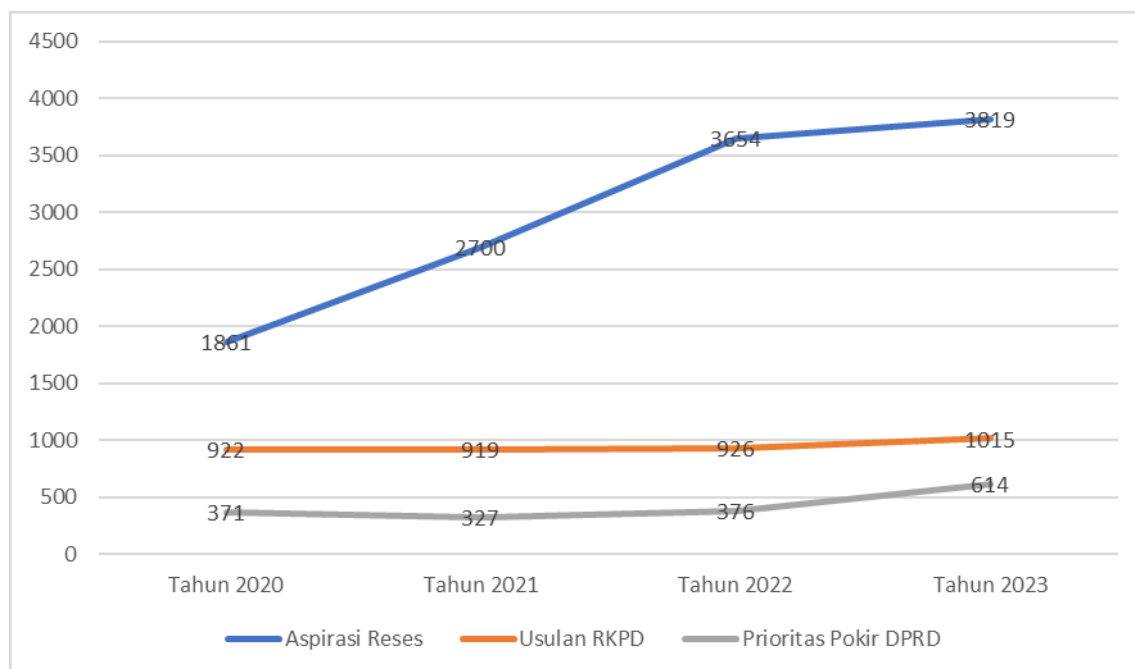


Figure 2. Number of Recess Aspirations, RKPD Proposals, and DPRD Thinkings for 2020 – 2023

Source: 2023 DPRD Secretariat

accuracy in making choices, accuracy in thinking, accuracy in carrying out orders, accuracy in determining goals, and accuracy of targets. From this view, the author wants to analyze the effectiveness of the use of the DPRD recess budget based on the effectiveness indicators expressed by Makmur because there is an increase in the recess budget every year so that the costs incurred must be right on target and the goals to be achieved.

From the implementation of recess activities of DPRD members for the 2019 - 2024 period, it can be seen that the accumulated results of absorption of community aspirations that have been carried out by DPRD members in the form of recess

aspirations, RKPD proposals, and Pokir DPRD from 2020 – 2023, which can be seen cumulatively in the Figure 2.

In addition, there is a research gap because in previous research from Rizka Azhari, et al. (2021) with the title Effectiveness of Using the Recess Budget of Members of the Regional People's Representative Council (DPRD) of Pekanbaru City in Absorbing Community Aspirations. This study found that the effectiveness of using the recess budget for members of the Pekanbaru City DPRD was not effective. Because of the 6 indicators of measuring the effectiveness of budget use according to Makmur there are still criteria that have not been met, and it

is only 1 indicator that is not effective, especially in the indicator of accuracy in carrying out orders. Meanwhile, in research by Badrika and Sulandari (2022) with the title Effectiveness of Recess Implementation of Members of the Regional Representatives Council (DPRD) of Tabanan Regency in Absorbing Community Aspirations. The results of the study state that of the eight indicators according to Makmur which are used as a study in the effectiveness of the implementation of the recess of the Tabanan Regency DPRD members have been running well and can be said to be effective.

Based on this background, this study analyzes the use of budget in recess activities, the extent of the match between the budget spent and the results obtained from recess activities, and whether these activities have been effective in exploring community aspirations or not. In addition, this research also explores the prioritization of community aspirations in the preparation of the DPRD's main ideas with various criteria and approaches of DPRD members.

LITERATURE REVIEW

Participatory Budgeting Theory

Participatory Budgeting Theory is an approach to the budgeting process that involves the community or

related groups in planning and determining budget allocations (Bednarska-Olejniczak et al., 2020). In this theory, community participation is key to ensuring that the budget prepared reflects their needs and aspirations, not just decisions made by the government or certain officials (Buele et al., 2020). Implementation of participatory budgeting can be done through discussion forums, public consultations, or e-participation systems that allow the community to provide direct input. The advantages of this approach include improving the quality of budgeting that is more responsive to community needs, as well as increasing public trust in the government due to greater transparency and participation in decision-making (Bednarska-Olejniczak et al., 2020; Buele et al., 2020; Milosavljević et al., 2023; Oh et al., 2019).

Public Accountability Theory

Public Accountability Theory covers the obligation of government and public bodies, including members of the DPRD, to explain and be accountable for their decisions and actions to the public (Gherardi et al., 2021). In public budget management, accountability includes transparent and clear reports on the use of funds. There are two main dimensions:

horizontal accountability (between institutions) and vertical accountability (between government and society). In the context of the DPRD recess budget, accountability is important to ensure that funds are used effectively, transparently, and according to purpose, and to involve the public in monitoring the budget (Sørensen & Torfing, 2021). Increasing public participation is very important in the use of the recess budget, where the public actively provides input. Good accountability encourages public involvement in budget planning and evaluation. Regular reports from DPRD members on the recess budget increase public trust. Evaluation of the impact of budget use is crucial to ensure that the resulting policies benefit the public. If the budget is ineffective, the public can demand accountability. Public accountability ensures that the budget is used efficiently and transparently, creating active participation in the political process (Wong et al., 2021).

The Theory of Good Governance

The theory of Good Governance includes the principles of good governance, such as transparency, accountability, participation, effectiveness, and efficiency (Al-Faryan & Shil, 2023). In the context of a democratic country, the main goal is to

create a responsive, responsible, and trustworthy government. Some of the main principles include transparency in decision-making, accountability in the use of public budgets, community participation, effectiveness and efficiency in government programs, and social justice (Cárcaba et al., 2017). Related to the use of the recess budget for members of the North Maluku Provincial DPRD, the application of good governance principles is very important so that the public knows the budget allocation, ensures accountability, and can provide constructive feedback to fulfill their aspirations (Julio et al., 2021; Rochmansjah, 2019).

Community participation in the recess process is a main pillar of good governance that ensures the budget is used for important and relevant issues. The public must be involved in planning and providing input so that policies focus on real needs (Ponok et al., 2021). The effectiveness and efficiency of budget management are also essential, with optimal use for improving welfare. Fairness in budget distribution ensures that all groups in society, including the marginalized, have the opportunity to express their aspirations. Periodic evaluation is needed to monitor follow-up and transparency (Su et al., 2023). By implementing these principles, the

North Maluku Provincial DPRD recess budget can increase effectiveness in absorbing aspirations and overall benefits for the community.

Budget for Recess

The House of Representatives, both central (DPR) and regional (DPRD), certainly has a period where each member focuses on activities outside the session period to meet constituents in their respective electoral districts (Dapil). This period is usually called the recess period, in order to gather, accommodate constituent aspirations and carry out the supervisory function known as a working visit (dpr.go.id...1).

This recess period is carried out every four months, or three times a year (Law No. 17 of 2014). Of course, in carrying out the recess period, the chairman and members of the DPR/D receive allowances for this activity. This recess allowance is planned or budgeted according to the financial capacity of the region (PP no. 18 of 2017).

Of course, each region has different financial capabilities. This difference is grouped into three groups, namely: high, medium, and low (PP no. 18 of 2017; Article 8; paragraph 4). This grouping aims to provide intensive communication allowances and recess allowances. Based on PP no. 18 of

2017; Article 8; paragraph 6, states that:

“The provision of intensive communication allowances and recess allowances as referred to in paragraph (1) and paragraph (2) is carried out with the provisions, for regional financial capability groups:

- a. high, a maximum of 7 (seven) times;
 - b. medium, a maximum of 5 (five) times; and
 - c. low, a maximum of 3 (three) times;
- from the DPRD chairman's representation money.”

The budget for this recess allowance is certainly very much needed by the chairman and members of the DPR/D to go down directly to meet their constituents. Therefore, the question in this study is:

RQ: How Effective is the Use of the Recess Budget of DPRD Members of North Maluku Province in Absorbing Community Aspirations?

METHOD

This research uses qualitative research methods with a phenomenological approach. This type of research is chosen because the author wants to explore the phenomena that are the focus of the research in depth based on the experiences of the informants who are the main source of data for this research. The researcher explains the

purpose of the interview and why the participants were selected. At this stage, it is important to establish a comfortable relationship so that participants feel safe to share their experiences. Before the interview begins, participants are asked to provide written consent to participate in the interview, including consent regarding data recording and anonymity. The selection of participants in phenomenological research is very important because the aim is to understand the in-depth experience of a phenomenon, not to generalize. Therefore, participants are selected based on inclusive criteria that allow them to provide relevant insights. To ensure reliable interview data in qualitative phenomenological research, steps that need to be taken include source triangulation, member validation, researcher reflection, diversity of perspectives, and confirmation of findings with relevant literature. With this approach, phenomenological analysis produces deep insights into how individuals or groups feel and understand their experiences, and reveals the meaning behind the phenomenon being studied.

The informants in this study included the DPRD leadership, Chairman of Commission I, Chairman of Commission II, Chairman of Commission III, and Chairman of

Commission IV of the DPRD of North Maluku Province along with comparative informants from the Local Government Budget Team and Academics. Data collection techniques included observation, in-depth interviews, and documentation. Data were processed and analyzed using the interactive model by Miles and Huberman through the stages of Reading Transcripts Carefully (Immersion), Coding Relevant Segments, Grouping Codes into Themes, Reducing Irrelevant Data (Focus), Exploring Deep Meaning, Phenomenal Description. In the phenomenological approach, data analysis includes: reading transcripts carefully, coding relevant segments, identifying themes from codes, exploring deeper meanings, and creating phenomenal descriptions of participants' experiences and subjective meanings related to the phenomenon being studied. Data reduction in phenomenology is the process of selecting, focusing, and organizing data that allows researchers to explore the deeper meanings of the experiences of the individuals being studied. By performing data reduction through steps such as reading transcripts carefully, coding, grouping codes into themes, and constructing phenomenal descriptions, researchers can achieve a

deeper understanding of how participants experience and interpret the phenomenon being studied.

RESULTS AND DISCUSSION

Research in North Maluku identified several findings related to the effectiveness of the DPRD recess budget. Limited transparency, misuse of the budget for personal interests, and minimal influence on policy changes are the main problems. DPRD members feel they have less control and understanding regarding budget use, which has an impact on accountability and public participation. According to Makmur in Badrika & Sulandari, (2022), effectiveness indicators are seen from several aspects of effectiveness criteria, as follows:

a. Timing Accuracy

Time has an important role in determining the success or failure of an activity within an organization. Proper time management can bring effectiveness in achieving previously set goals.

The allocation of recess time for DPRD members for 14 days with 8 recess visit locations in their respective constituencies can be optimized in absorbing the aspirations of the community. The recess period of DPRD members plays an important role in ensuring that policies taken by the

legislature reflect the needs and aspirations of the community in the electoral district (Dapil). In the context of North Maluku Province, the allocation of 14 days of recess time with 8 recess visit locations in their respective electoral districts provides an opportunity for DPRD members to explore local conditions, interact directly with constituents, and gather input that can influence regional development policies. Compliance with recess regulations governing the allocation of time and the number of recess visit locations plays a very important role in ensuring that recess activities are truly effective in absorbing community aspirations and using the budget optimally. In North Maluku Province, regulations governing 14 days with 8 recess visit locations are expected to enable DPRD members to truly explore the needs of the community in each of their electoral districts. However, if compliance with these regulations is inconsistent or if DPRD members fail to allocate time fairly and efficiently in each location, then the results of the recess activities will not be optimal. For example, if DPRD members spend more time in areas that are easier to reach or more popular, while more remote areas or areas with deep needs do not receive the same attention, then

the utilization of the recess budget will be hampered.

Some regions in Indonesia have more flexible recess policies, with varying durations or different numbers of locations. For example, in some large regions with high social and economic complexity, such as Jakarta or Surabaya, DPRD members may allocate more time for recess or increase the number of visits to areas with special needs. This aims to address the diversity of aspirations and more complex development challenges. Compliance with regulations governing the duration and location of recess can play an important role in optimizing the use of the recess budget of DPRD members in North Maluku Province. In comparison with other regions, the application of stronger principles of transparency, oversight, and community participation can increase the effectiveness of the use of this budget. Adopting similar mechanisms from international practices, such as participatory budgeting and external audits, can increase accountability and ensure that the recess budget truly provides maximum benefits to the community. However, on the other hand, there are villages that have not been visited by DPRD members considering the number of villages per electoral district with very broad

geographical conditions so that there are villages that are not absorbed by DPRD members. The allocation of time for 14 days is in accordance with the provisions stipulated in article 153 paragraph (1) of the North Maluku Provincial DPRD Regulation Number 1 of 2019 concerning Rules of Procedure. The implementation of recess with this time is utilized by DPRD members to travel from 1 recess location point to another and coordinate the implementation of recess with the Village Government. Time utilization has a relationship with the way DPRD members manage time during recess activities so that the desired goals can be achieved.

This is in line with the theory of time management according to Haynes in Mishbahuddin et al., (2023) which reveals that time management is a skill related to all efforts and activities carried out by a person in a planned manner which aims to enable individuals to optimize the effective use of their time. This is in line with the results of research by Azzahri Rizka et al., (2021) and Badrika & Sulandari, (2022) which show that from the aspect of timing criteria it is effective, timeliness has gone well and proper time utilization can affect the level of effectiveness of a program or activity so as to achieve the desired goals. Thus, it can be concluded that in terms of the

accuracy of timing the recess activities of DPRD members are very effective.

b. Accuracy of Cost Calculation

Related to accuracy in the use of funds, this includes efforts to avoid under- or over-funding so that an activity can be carried out and completed efficiently. Certainty in setting costs is an integral element of effectiveness.

The budget for socialization of recess activities for DPRD members to facilitate meetings with the community is sufficient. In the context of DPRD recess, adequate community meetings include quality interactions between DPRD members and residents to absorb aspirations related to development policies and programs. Recess activities must involve sufficient participation and ensure constructive and in-depth discussions, influencing the quality of policies and regional budget management. Thus, regional governments can obtain appropriate input for improvement, increase accountability and transparency, and strengthen relations with the community, supporting responsive and democratic governance. However, there are unanticipated budgets that have not been set up in accordance with the budgeting components inherent in recess activities and are the personal

responsibility of DPRD members. The unexpected budget is in the form of transportation money and donations to the community for the construction of houses of worship or social community activities that are taking place in the local village. The socialization budget for recess activities regulates the financing of components such as rental of tents/meeting rooms, chairs, tables, sound systems, and consumption when meetings with the community take place. This budget is received by each DPRD member when carrying out recess activities so that it can be optimized for the needs in the field in supporting the implementation of recess activities in accordance with the financing components contained in the DPA of the DPRD Secretariat of North Maluku Province. In general, the recess budget can be optimized by members of the DPRD of North Maluku Province effectively and efficiently. The budget for recess activities of DPRD members of North Maluku Province is allocated to increase interaction with the community in the electoral district. These funds must be used efficiently, transparently, and accountably, in accordance with the principles of good governance. Evaluation of cost efficiency is important to ensure that the budget is in accordance with regional needs, avoids waste, and is relevant to the public interest. In

addition, time efficiency also needs to be considered so that recess activities are well organized. Transparency includes clear reports on expenses that are accessible to the public, such as transportation and honorariums. Independent audits are needed to ensure that allocations are in accordance with the DPA, and DPRD members need to report in detail the use of funds. Internal supervision and external audits by the BPK are crucial to prevent budget misuse and maintain the effectiveness of recess.

This is in line with the agency theory put forward by Akbar, (2021) that the principal gives a mandate of trust to the agent to carry out an interest, or it can be interpreted that the principal gives a mandate to the agent to carry out certain obligations in accordance with the agreed agreement. In line with the author's research, the results of research by Rizka Azhari, et.al., (2021) and Badrika & Sulandari, (2022) show that in terms of the accuracy of cost accounting, it has proven to be effective and has run well in accordance with the previously planned and determined budget. Thus, the conclusion is that from the aspect of accuracy of cost calculation, the recess budget is effective in facilitating the recess activities of DPRD members.

c. Precision in Measurement

The accuracy in complying with pre-determined measures actually reflects the level of effectiveness of an activity that is the responsibility of an organization.

Recess activities carried out by DPRD members are in accordance with recess guidelines and North Maluku Provincial DPRD Regulation Number 1 of 2019 concerning Rules of Procedure. The recess guidelines regulate the elements or elements of the community present, community participation, and implementation accountability that must be prepared by each DPRD member. From these various standards and guidelines, DPRD members have implemented them well so that they are effective in supporting the implementation of recess activities in the field. The implementation of resolutions by DPRD members following standards and guidelines has a significant impact on the measurement of community budgeting performance. The implementation of standards supports transparency and structured budget management, enabling effective evaluation through comparison of budget allocations and reallocations. It also helps determine clear performance indicators, such as response to community aspirations. Transparency in budget use reports increases accountability and public

trust in the DPRD. Community participation in the budgeting process encourages better evaluation and supervision, and increases responsiveness to regional needs. Therefore, optimal recess activities contribute to more appropriate decision-making, increase budget management efficiency, and support accountable democratic governance.

This is in accordance with the performance measurement theory approach according to Hansen and Mowen in Fakhirah et al., (2022) which states that performance measurement can be divided into two categories, namely traditional approaches and contemporary approaches. The traditional approach involves comparing actual performance with standardized plans or costs according to assigned responsibilities. In contrast, the contemporary approach uses activities as an evaluation. Performance indicators are used to assess the effectiveness of the implementation of activities and can identify whether continuous improvement has been made. This is in accordance with the results of research from Badrika & Sulandari, (2022) which show that in terms of measurement accuracy, namely the standardization of recess meetings has been running well and in accordance with general standards. Thus it can be

concluded that from the aspect of accuracy in measuring recess activities, it is effective because all implementation standards are met in accordance with the recess guidelines and DPRD Standing Orders.

d. Accuracy in Making Choices

Making a decision is neither easy nor a guessing game. It involves a process that allows us to find the best option among good options, or the honest individual among those who are honest, perhaps even the best combination of both the best and most honest among good and honest options.

Determination of the location of recess activities is carried out by each DPRD member with its own criteria. DPRD members determine the location of recess based on the number of votes according to election results, access to the most distant recess locations, locations that have not been visited, and community requests. The location determined in the field can change if there are bad weather conditions and requests from the community. The selection of recess locations for DPRD members is carried out well, although there are changes in the field due to natural and social conditions, so for the author, it is quite effective. The implementation of DPRD member activities in dynamic areas faces

challenges that affect the selection of visit locations. Adaptation of locations based on weather and community demands is important for public accountability. Although it can increase response, budget and resource management must be done carefully. Success depends on transparency, supervision, and utilization of technology.

This is in accordance with the rational choice theory initiated by James Coleman in Pujileksono & Siregar (2022), which describes human behavior as a result of individual preferences that have personal interests. Individuals perform calculations, plan strategies and carefully assess the costs and benefits of an action before carrying it out. In addition, they have fixed, clearly defined preferences with consistent rankings and are instrumental in achieving these preferences. The results of the author's research are also in line with research from Rizka Azhari, et.al., (2021) and Badrika & Sulandari, (2022) which show that in terms of the accuracy of determining the location of recess, the process is in accordance with existing mechanisms and has complied with applicable regulations. Thus it can be concluded that according to the criteria for the accuracy of determining the choice, it

has been proven to be effectively carried out by DPRD members.

e. Accuracy of Thinking

Accuracy in thinking will produce a level of effectiveness, so that the success that is always desired in carrying out a form of cooperation can achieve optimal results.

In absorbing the aspirations of the community, DPRD members determine the aspirations that become the authority of the province that will be followed up and fought for so that every implementation of recess activities DPRD members have provided affirmation and understanding related to the authority of the province and the authority of the regency / city. During the DPRD recess, recording and fighting for community aspirations is important for alignment with provincial and district/city authorities. Provincial authority handles broad areas, while district/city authorities focus on local issues. Synergy between the two is needed for sustainable development and responsiveness to strategic issues. This alignment improves decision-making, creates efficient public policies, and increases accountability and transparency in budget management to meet community needs. Therefore, for the author, in recess activities, DPRD members have

been effective in providing an understanding of the various aspirations of the community that are submitted to be followed up based on provincial authority. So that when the submission is included in the main ideas of the DPRD in the RKPD, there are no problems and can be implemented properly to the community.

This is still in line with the theory of the policy implementation model from Merilee S. Grindel or Grindel's theory in Ayuningtias et al., (2021) which finds that in the variable aspects of the policy, we can evaluate the extent to which target groups have interests and benefits that can be obtained or desired related to the substance of the policy. Thus, the content of the policy in this theory allows us to understand the parties affected by the policy, the types of benefits obtained, the expected changes, decision making, program implementation, and resource availability. The research results are also still in accordance with the results of research from Badrika & Sulandari, (2022) which show that in terms of accuracy of thinking when carrying out recess to the community, DPRD members have done very well. Thus, the author concludes that in terms of accuracy of thinking, DPRD members have been very effective in providing

understanding and affirmation to the community about aspirations that are the authority of the province.

f. Accuracy in Performing Commands

The achievements of an organization are highly dependent on the skills of a leader, including his or her ability to give instructions that are firm and easily understood by team members. Effective leadership in public administration is essential to achieving organizational goals. Three types of leadership that enhance the efficiency of public administration are:

- 1) Transformational Leadership, which emphasizes inspiration, collective vision, and public participation;
- 2) Transactional Leadership, which emphasizes monitoring and evaluating performance based on results;
- 3) Participative Leadership, which involves teamwork and community involvement in the decision-making process.

While autocratic leadership is useful in emergency situations, the laissez-faire style provides opportunities for innovation. Adaptive leaders are able to change styles according to circumstances and achieve inclusive organizational

goals. If the instructions cannot be clearly understood, this can lead to failures that are potentially detrimental to the organization.

DPRD members carry out recess activities in accordance with the orders of the DPRD leadership and in accordance with the results of the decision of the DPRD Consultative Body. The implementation of recess activities so far has been in accordance with what is stipulated in the decision of the Consultative Body and the task orders given by the DPRD leadership.

According to leadership theory in Maulidah Az-Zahroh et al., (2023) which states that successful leadership can be achieved by carrying out the tasks and goals that have been set. A leader is expected to play an active role in the dynamics of the group or organization he leads. To achieve the goals and functions of leadership internally, leadership activities will occur and these activities will be analyzed in detail so that typical leadership patterns can be clearly identified. The results of the author's research are similar to the results of research from Badrika & Sulandari, (2022) showing that the process of giving and receiving orders runs well and is very clear so that it can be easily understood by each DPRD member. Thus, the author

concludes that the implementation of DPRD members' recess has paid attention to the orders of DPRD leaders in the form of assignment letters and notification letters signed by DPRD leaders so that in terms of the accuracy of carrying out orders it has been effectively implemented by DPRD members.

g. Accuracy in Determining Objectives

The accuracy in formulating goals is an organizational effort to achieve predetermined goals. Setting the right goals will significantly support the effectiveness of the implementation of activities, especially those that are sustainable in the long term.

DPRD members understand the purpose of recess activities to absorb the aspirations of the community so that all aspirations conveyed during recess activities are accommodated and followed up by DPRD members. DPRD recess activities play an important role in absorbing community aspirations, but there are challenges in setting aspirational and realistic goals. Limited resources and budgets force urgent aspirations to be prioritized. The diversity of community backgrounds makes it difficult to filter aspirations according to members' authority. Political and social uncertainty can hinder the

achievement of goals. Strategies that can be implemented include setting relevant aspirations, educating about the limits of authority, and collaborating with local governments. Goals must meet SMART criteria to be clearer and more measurable. In addition, it is important to set a realistic budget and time, and strengthen coordination with other sectors. Continuous monitoring and evaluation, as well as transparency in reporting, are key to increasing accountability and legitimacy in the recess process. The community aspirations collected will be further processed in accordance with the priority scale so that they can be implemented as needed and the benefits can be felt by the community.

Management theory according to George R. Terry in Lumingkewas, (2023) states that management is the achievement of previously identified goals using the efforts and contributions of others. This theory highlights the crucial role of management in coordinating efforts and resources in order to achieve the goals set by the organization. The results of the author's research are also in accordance with the research of Rizka Azhari, et.al., (2021) and Badrika & Sulandari, (2022) which show that in terms of accuracy in setting recess goals, DPRD members

have carried out in accordance with the aim of absorbing community aspirations and can be followed up properly. Thus, it can be concluded that DPRD members understand the purpose of implementing recess activities to absorb the aspirations of the community so that in terms of accuracy in determining goals it is very effective.

h. Target Accuracy

The accurate selection of goals, be it individual or organizational, plays a crucial role in determining the success of organizational activities. On the other hand, if the targets are set incorrectly, it can hinder the implementation of various activities.

The results of recess activities that are absorbed can be followed up by DPRD members in the form of DPRD's main thoughts as outlined in the RKPD document so that they can be accommodated in programs and activities in the APBD and can be realized and enjoyed by the community. Although in fighting for the aspirations of the community can not be accommodated in its entirety due to limited budget and financial capacity of the region. Therefore, it is necessary to determine aspirations based on priorities that are the needs of the community in the field. So that from the aspect of the target accuracy

criteria for researchers, it has fulfilled its effectiveness.

This is in line with Drucker's view in Utomo et al. (2021), which states that the crucial element of an organization in achieving organizational success is the ability to set goals to be achieved, which must be accompanied by efficient use of resources. This way the organization can achieve a higher level of success in achieving its goals. The results of this study are also in accordance with the research of Rizka Azhari, et.al., (2021) and Badrika & Sulandari, (2022) showing that in terms of setting recess goals, DPRD members have carried it out well. Thus, it is concluded that from the aspect of targeting accuracy, the implementation of recess activities of DPRD members is quite effective because it can realize the aspirations of the community in the form of programs and activities.

Prioritization of Community Aspirations in the Council's Main Points of Thought

In determining the priorities of community aspirations of DPRD members, there are several main things that stand out, including:

- a. Members of the DPRD sort out the aspirations of the community during recess activities by setting priorities. The prioritization of

community aspirations in the main ideas of DPRD is done subjectively by DPRD members with their own criteria. Determining community aspirations by the DPRD is vital for public policy but faces challenges due to members' subjectivity. While local context understanding enhances responsiveness, it may lead to inequality, reduced trust, and accountability. Implementing objective data analysis and involving the community can improve fairness and quality. The prioritization of community aspirations in the main ideas of the DPRD is determined by identifying urgent and urgent needs in the community, having a broad impact on the community, based on the location of the village visited during recess, based on the results of discussions with the community, and in accordance with the RJMD. If you pay attention to the regulations governing the main ideas of the DPRD, especially the Minister of Home Affairs Regulation No. 86/2017, which emphasizes that the main ideas of the DPRD are reviewed by Bappeda in accordance with the objectives of regional development priorities by taking into account the real capabilities of the regional budget. The most important affirmation is the target of achieving regional development

priorities in the RPJMD which is the basis for preparing the RKPD. This is in accordance with the research of Ariel et al. (2023) and Laksamana (2022) which concluded that in designing the RKPD, the DPRD as an element of local government administration also plays a role in the preparation of the RKPD document by providing suggestions and opinions in the form of DPRD thoughts based on the results of recess activities in absorbing community aspirations. Thus, it can be concluded that the prioritization of community aspirations in the main points of the DPRD's thoughts must be determined with reference to the criteria and indicators of achieving regional development priorities that have been determined in the RPJMD. Although DPRD members subjectively determine the priorities of community aspirations, they must pay attention to the guidelines on the vision and mission of the regional head as stated in the RPJMD.

b. The determination of the budget for the main ideas of the DPRD was agreed by the Regional Government and the DPRD using a nominal value per member of the DPRD according to their position in the DPRD organs and the value varies each year according to the financial

capacity of the region. These nominal values have been inputted into the Local Government Information System (SIPD) which will then become part of the initial draft of the RKPD prepared by Bappeda. Criticism of SIPD in the RKPD draft emphasizes fiscal responsibility and public budget management. Stakeholder involvement, performance indicators, and fiscal sustainability are vital for transparency, efficiency, and effective budget planning to achieve meaningful results. The limited budget to accommodate all the aspirations of the community in recess activities is an obstacle, resulting in unwritten agreements on the budgeting scheme of the DPRD's main ideas based on the priority of community aspirations.

c. This is in line with agency theory in Akbar, (2022) which reveals that the principal gives a trust mandate to the agent to carry out an interest, or it can be interpreted that the principal gives a mandate to the agent to carry out certain obligations in accordance with the agreed agreement. The rights and obligations of agents and principals are regulated based on written, unwritten agreements, or in accordance with fair norms and ethics. The principal-agent theory

explains that parties involved in budgeting tend to maximize their utility by allocating resources in accordance with the budget that has been set. Thus, it can be concluded that the DPRD's main thought budget scheme was agreed between the DPRD and the Local Government, the value of which was adjusted to the financial capacity of the region and the agreement was made unwritten and could not be used as a guideline or reference because it was not in accordance with applicable regulations.

This is in accordance with the basic idea of Coleman's rational choice theory in Sastrawati, (2019) which says clearly reflected in his view that individual actions are directed at achieving goals, and these goals are determined by values or preferences (choices). Coleman reveals that to understand the rational actions of individuals, we need to apply concepts from economics involving actors who choose actions that can maximize their uses, wants, and needs. Thus, it can be concluded that the aspirations of the community compiled through the main ideas of the DPRD must be sourced from the results of recess activities of DPRD members and the results of public hearing meetings as stipulated in the Minister of

Home Affairs Regulation No. 86/2017.

- d. Proposed community aspirations in the main ideas of the DPRD do not synergize with the vision and mission of the Regional Head in the RPJMD so that they do not support the achievement of development in the RPJMD. Community aspirations that are prioritized by the DPRD through the main ideas of the DPRD can become the authority of the province with a grant mechanism. Aligning regional aspirations with development goals is critical to the effectiveness of public policy. DPRD members play a role in selecting community aspirations that underlie regional government policies through grants. This process ensures that decisions meet community needs, support the RPJMD, and pay attention to marginalized areas, creating inclusive, responsive, and sustainable development while addressing priority challenges. However, in general, the program has not made an important contribution to regional development because it does not provide support for the achievement of regional development attached to technical regional apparatus with indicators that have been determined in the RPJMD. This is in

accordance with the concept of principal-agent theory presented by Akbar (2022), which indicates that parties involved in the budgeting process have a tendency to optimize their profits by allocating resources within the established budget limits. Executives or agents responsible for proposing and implementing budgets seek to maximize the amount of budget they get. Politicians may utilize their position to gain benefits. Thus, it can be concluded that the aspirations of the community in the form of the main ideas of the DPRD submitted to the Local Government must be in line with and support the achievement of regional development priorities according to the RPJMD. Community aspirations must be reviewed by Bappeda so that the activities in the main ideas of the DPRD still contribute to the achievement of regional development indicators for technical regional apparatus in accordance with the RPJMD.

- e. The programs and activities contained in the APBD are not intervened by DPRD members in their implementation. However, DPRD members only carry out the function of monitoring the implementation carried out by technical regional apparatus.

Analysis of the effectiveness of DPRD supervision is important for efficient regional policies. DPRD must ensure budget and development transparency. Member performance and oversight mechanisms affect effectiveness, which is also influenced by independence and political interests. Increasing capacity and community participation is needed to improve accountability and prevent abuse. Programs and activities that have been agreed upon between the Regional Government and DPRD through joint agreement on APBD discussions will be implemented by technical regional apparatus in accordance with planning and budgeting. DPRD members as part of the elements carrying out these discussions only oversee or supervise the implementation of programs and activities as well as the management of regional finances that have been determined. Technically, implementation in the field is the task and responsibility of regional technical apparatus.

This is in line with research by Sari (2023) which revealed that supervision carried out by the DPRD on regional financial management has an important role in preventing irregularities in the implementation

of state finances. The main goal is to prevent greater burdens and losses for the country. Apart from that, this supervision also aims to evaluate government performance and make a positive contribution in efforts to improve the performance of regional government administration. Thus, it is concluded that DPRD members are not actively involved or intervene in the implementation of work which is the duty and responsibility of regional technical apparatus. DPRD members only carry out their duties and functions to supervise the implementation of the APBD in accordance with the provisions of applicable laws and regulations.

- f. Regulation of the DPRD's main ideas has not been carried out specifically in the DPRD Regulations on Rules of Procedure, so agreements have emerged between the Regional Government and the DPRD regarding the basic budget scheme. It is necessary to further and specifically regulate the follow-up and mechanisms for community aspirations absorbed in recess activities which are prepared in the form of DPRD main thoughts with indicators or priority criteria for aspirations that are measurable in accordance with the RPJMD. There is no clear and specific regulation regarding the priorities of

community aspirations in preparing the main ideas of the DPRD, so that the DPRD and Regional Government have different interpretations.

This is in line with research which suggests that some legal experts may criticize the lack of firmness in the regulations, because it can lead to ambiguity that can be exploited or give rise to diverse interpretations. This can create legal uncertainty and unpredictable consequences. It is important to note that legal ambiguity can occur when rules or laws are not specific enough or do not provide clear guidance in certain situations. This can lead to varying interpretations and uncertainty in application. Legal uncertainty can be a serious problem because it can affect legal certainty, justice and public trust in the legal system. Thus, it can be concluded that the DPRD needs to formulate regulations in the DPRD Standing Orders which specifically regulate the mechanism for preparing the main ideas of the DPRD starting from the results of absorbing community aspirations to submitting them to the Regional Government. This regulation was formed so that there would be no different interpretations from each member of the DPRD in preparing the main ideas of the DPRD which

originate from the results of recess activities.

CONCLUSION, IMPLICATION, AND LIMITATION

The effective use of the recess budget by members of the DPRD of North Maluku Province stands out as a significant achievement. This effectiveness is crucial for managing public budgets well. Key elements such as transparency, efficiency, and accountability are effectively supporting the proper allocation of funds. However, there is a need to enhance public participation in the budgeting process. This should be coupled with stringent monitoring and evaluation, as well as human resources training, to ensure policies are both inclusive and responsive. According to the effectiveness criteria set by Makmur, all necessary elements have been satisfactorily met. These include accuracy in determining time, cost calculations, measurements, making choices, thinking processes, executing orders, setting goals, and targeting objectives.

Regarding the prioritization of community aspirations by DPRD members of North Maluku Province, it appears that decisions are made subjectively based on individual DPRD members' interpretations. Members consider various factors, such as the

urgency of needs, the widespread impact on the community, the timing of recess visits, outcomes of discussions with the community, provincial authority, responsibilities specific to the Commission's fields, and how well the aspirations align with the regional heads' vision and mission in the Regional Mid-term Development Plan (RPJMD).

This research acknowledges several limitations that should be considered for future studies. The research is confined to the DPRD of North Maluku Province, indicating the necessity to broaden the scope to include the Regency/City levels within the province for a more comprehensive analysis. The primary sources of information for this study were limited to the leadership of the DPRD and the heads of DPRD departments. Future research should involve other DPRD members who have significant experience with the subject matter, which would enrich the perspectives offered and provide deeper insights into the issues at hand.

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