

# DPRD Recess Fund Regulation and Government Governance Problems: A Literature Study on Policy Effectiveness and Its Challenges

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## Abstract

The DPRD recess fund is an important instrument for strengthening political representation and accommodating public aspirations. However, its effectiveness is highly dependent on the quality of regulation and the implementation of good governance principles. This study aims to analyze the legal framework governing DPRD recess funds, examine governance-related problems in their implementation, and assess their effectiveness in enhancing political representation and accountability. This research employs a qualitative method with a literature study approach, utilizing secondary data obtained from laws and regulations, books, and scholarly journals. The findings indicate that the implementation of DPRD recess activities has not fully reflected good governance principles, as evidenced by low public participation, weak transparency and accountability, and suboptimal responsiveness of DPRD members in following up on public aspirations. Furthermore, existing regulations still contain weaknesses in regulating fund utilization and sanctions, which create opportunities for misuse.

**Keywords:** DPRD Recess Fund, Effectiveness, Good Governance.



## A. INTRODUCTION

A member of parliament's representativeness depends on the extent to which they view the public as a key actor in the democratic process. If members of parliament fail to hold the public accountable, the resulting policies can be risky and raise doubts about whether they truly side with the people. The Regional People's Representative Council (DPRD) plays a crucial role in representing the public's interests through legislative, budgeting, and oversight functions at the regional level. This role demands a high level of accountability, particularly in the management of recess funds used to solicit constituents' aspirations (Agustin & Maulana, 2020).

The duties and obligations of DPR members in absorbing public aspirations are regulated in Article 72 letter (g) and Article 81 letters (i) and (j) of Law No. 17 of 2014, and are clarified in DPR RI Regulation No. 1 of 2014 concerning DPR RI Rules of Procedure, Articles 11 and 12 (Muniri, 2017). The regulation emphasizes that DPR members are tasked with absorbing, collecting, accommodating, and following up on public aspirations. In addition, DPR members are obliged to conduct regular working visits to collect constituent aspirations and follow up on various aspirations and complaints submitted by the public.

The implementation of recesses has often been criticized for being merely a routine activity carried out by DPR members in accordance with the budget and provisions stipulated in laws and DPR rules of procedure. The recess mechanism, which is entirely left to each DPR member, is also considered to lack strong and standardized technical guidelines, particularly in ensuring political accountability (Rofiandri *et al.*, 2020).

In practice, recess activities are generally conducted through face-to-face meetings or lectures involving only a limited number of constituents (Iqbal, 2024). The absence of standard guidelines for implementing recesses leaves these activities without a clear reference point. Anything a member of the House of Representatives (DPR) does that is considered recess can ultimately be claimed as recess. As a result, some DPR members believe that recess can be held at any time. Some even claim to have taken recess simply by meeting constituents at coffee shops or attending invitations such as weddings, celebrations, and other social events, because they feel they have listened to and accommodated the public's aspirations.

Furthermore, the implementation of aspiration funds often creates various problems, both for the government as the implementer and for the community as the beneficiary. These problems arise from a lack of attention to the management of aspiration funds. In practice, the Regional People's Representative Council (DPRD) distributes aspiration funds to their constituencies through relevant agencies, which then forward them to the project implementers needed by the community. At this stage, both the DPRD and the agencies are often directly involved in the implementation process, creating potential problems (Rukoyah, 2023).

Most people don't yet understand the meaning of recess. They often view DPRD members' visits to the field as an opportunity to "distribute" money, basic necessities, or other forms of assistance, thus remaining focused on short-term gains. The aspirations expressed are generally related to infrastructure development or physical projects. This lack of education prevents the public from using recess as an opportunity to raise more pressing issues, particularly those related to local government policies that are inconsistent with conditions on the ground. In fact, the representative function of DPRD members should be a means of advocacy between the community and the local government (Azzahri *et al.*, 2025). A clean government is a government that works effectively, efficiently, honestly, transparently and responsibly (Ipan, 2023).

The DPRD recess fund is an important instrument in building responsive political representation, but its effectiveness is largely determined by the quality of the regulations governing it (Azzahri & Andri, 2021). The urgency of the literature in this study lies in the need to critically examine the effectiveness of the regulation and implementation of DPRD recess funds, considering that the function of political representation is highly dependent on the extent to which members of parliament make the community the main actors in democracy, while practices in the field show weak accountability, minimal technical guidelines, and many deviations in the implementation of recess and the distribution of aspiration funds. This study aims to

analyze regulations related to recess and aspirations as stipulated in legislation, examine the problems of governance of the implementation of recess funds, and assess the extent to which these mechanisms are effective in strengthening the representation and political accountability of the DPRD. The benefits of this study are to provide theoretical contributions by strengthening the literature review on regional governance and political representation, as well as practical benefits in the form of recommendations for regulatory improvements, a more accountable recess governance model, and increased public understanding so that recess truly functions as a means of policy advocacy, not merely a ceremonial activity or short-term transaction.

## **B. LITERATURE REVIEW**

### **1. DPRD Recess Fund Regulations**

Law Number 17 of 2014 concerning the MPR, DPR, DPD, and DPRD (MD3), Article 373 (i), states that "periodic visits" are an obligation for members of the district/city DPRD to meet with constituents during each recess period. The results of these meetings must be compiled in a written report and submitted to political parties through their respective factions in the DPRD.

Government Regulation Number 12 of 2018 concerning the preparation of rules of procedure for the Provincial, Regency and City DPRD (Adab, 2023) The regulation stipulates that during each recess period, DPRD members are required to visit four locations in their electoral districts. The purpose of the recess is to visit the electoral districts resulting from the Legislative Election as part of the implementation of the duties and functions of DPRD members. Recess activities are held three times a year, with the first recess period in January-April, the second recess period in May-August, and the third recess period in September-December. The stages of recess are: first, socialization of activities and second, the process of implementing the recess.

### **2. Effectiveness**

The word "effective" comes from the English word "effective," which means success or something done successfully. A popular scientific dictionary defines effectiveness as the appropriateness of use, effectiveness, or support for objectives. Budiani (Siahaan and Pardede, 2022) defines effectiveness as the appropriateness of use, effectiveness, or support for objectives. To measure the factors that can influence the success of a program, Budiani (Siahaan and Pardede, 2022) uses the first indicator, the accuracy of program targets, which is the extent to which program participants meet the targets previously set by the institution. Second, program socialization, which is the institution's ability to socialize the program so that information regarding program implementation can be conveyed or received by the general public, especially programs currently being implemented that can be conveyed to mustahik (beneficiaries). Third, program objectives, which is the extent to which program implementation results align with predetermined program objectives. Fourth, program supervision or monitoring, which is an activity carried out by the institution

after the program is running. This activity is carried out as a form of attention from an institution to program participants. Another indicator, expressed by Sutrisno in (Kartius and Purnomo, 2022), mentions five indicators for measuring program effectiveness: program understanding, on-target accuracy, timeliness, goal achievement, and tangible change.

### **3. Policy**

Epistemologically, the term "policy" comes from the English word "policy." However, most people often equate the term "policy" with the term "wisdom." However, if we look at it grammatically, the term "wisdom" comes from the word "wisdom." Carl Friedrich in (Winarno, 2012) defines policy as an action directed toward a goal proposed by an individual, group, or government within a specific environment in light of certain obstacles while seeking opportunities to achieve the goal or realize the desired objective.

### **4. The Concept of Good Governance**

Management of DPRD recess funds should ideally be based on the principles of good governance so that the political representation function can run accountably and be oriented towards the public interest (Sulaeman, 2025). In the context of recess funds, accountability demands that every use of the budget be accounted for through transparent reporting mechanisms, starting from activity planning, absorption of aspirations, to follow-up on recess results. Transparency is needed to ensure that the public is clearly aware of the purpose of the recess, budget allocation, activities carried out, and the form of aspirations collected, thereby avoiding manipulation practices or recess claims that do not comply with regulations. Transparency is a principle that prioritizes the public's right to have sufficient and equal access to know the process of preparing the regional budget, because it is related to public aspirations, both those channeled through the DPRD and through the regional executive, which need to be fulfilled through budget allocation actions to carry out activities. (Azzahri, Austin & Pangestu, 2025).

Participation is a crucial principle because recess should provide a broad platform for the public to raise public issues, not just for specific groups or non-substantive symbolic meetings. Effectiveness and efficiency demand that recess funds be used optimally to bridge community needs with local government policies, rather than wasted on ceremonial activities or meetings that do not produce policy recommendations. Furthermore, the rule of law emphasizes that recess must comply with applicable regulations, both laws and DPRD rules of procedure, so that every action of legislative members remains within the legal framework. By implementing these principles, recess funds can serve as an effective democratic instrument in strengthening political representation, policy oversight, and improving the quality of local governance..

An important aspect of good governance is understanding the principles of good governance, such as community involvement, upholding the rule of law,

transparency, responsiveness, focus on agreement, equality, effectiveness and efficiency, and finally, accountability. These principles are embedded in a government to achieve existing expectations, so that harmonious relations with the community can be felt. Public services that function as the main driver are considered vital by all actors in the elements of good governance. (Engkus & Alliadzar Hanif, 2021).

### C. METHOD

This research employed a qualitative method with a literature review approach (Adlini *et al.*, 2022) and secondary data from books and research journals. The aim was to gain a deeper understanding of the still-unfamiliar topic of DPRD recess funds.

### D. RESULTS AND DISCUSSION

#### 1. Governance

The first element of good governance is public involvement. Public involvement is at the heart of democracy and good governance, where participation should serve as a crucial link between public expectations and political decisions. In carrying out DPRD recess activities, public participation is viewed from two perspectives: participation in the form of ideas and participation in the form of physical presence at each recess. Public involvement in expressing positive ideas and suggestions is generally still lacking. Furthermore, communication between the public and DPRD members, as well as public apathy influenced by education, also influence the level of public participation (Thalib, Nusi and Abd Razak, 2023). This reality demonstrates the transformation of the concept of genuine participation into a platform for fake politicians. Participation must fulfill three elements: inclusivity, transformation, and accountability. All public participation must involve all aspects of community life, and expressed aspirations must be realized, both directly and managed in advance to align with government programs, rather than simply recorded and reported to be forgotten. This demonstrates the importance of recess as a measure of local democracy.

The supremacy of law is a principle that emphasizes that the law must govern all powers, including in the political sphere. The supremacy of law protects society from abuse of power and embezzlement of public funds, preventing the emergence of lawless areas where political and individual interests trump justice. The supremacy of law consists of three main pillars: legal certainty, equality before the law, and fair law enforcement. Regulations must be firm, consistent, and free from multiple interpretations, applicable to all levels of society, including those involved in politics, as well as easy and non-discriminatory access to the courts. The regulations governing the implementation of recess begin with Law Number 23 of 2014 (Yustisia, 2015) concerning Regional Government as the legal basis for implementing recess, and its technical regulations are regulated in Home Affairs Ministerial Regulation Number 13 of 2006 (Pemerintah, 2011) The Regional People's Representative Council's Financial Management Guidelines, which regulate the disbursement mechanism and accountability for the use of recess funds, do not limit

the types of expenditures, allowing funds to be used for unrelated activities. Furthermore, this aspect lacks strong sanctions. There are no criminal penalties for misappropriation, with only administrative sanctions imposed. This creates a legal vacuum vulnerable to exploitation by individuals frequently involved in recess agendas.

Transparency is the gateway to truth in the principles of good governance; it requires the disclosure of public information as a tool of oversight and accountability. In the concept of recess, transparency is not merely an option but an absolute necessity to prevent misuse of public funds and ensure aspirations are truly realized. Without transparency, recess risks becoming a black box that supports corruption, politicization, and betrayal of constituents' mandates. The concept of transparency discussed here needs to encompass three important aspects: open access to information, transparent activity processes, and public accountability as a responsibility to the community. Open access to information includes transparent disclosure of planning, monitorable and verifiable activity implementation, and accountability after the activity is completed. Responsibility for funds and results must be felt clearly by the community in each DPRD member's electoral district. If transparency is not realized, it will undermine the foundations of democracy, potentially triggering systemic corruption and a crisis of trust, with the 2023 public trust survey showing a decline from 58% in 2019 to 32% (Transparency Index, 2023). According to a survey by Indonesian Political Indicators released on January 27, 2025, public trust in the House of Representatives (DPR) is only 69 percent. The DPR ranks 10th out of 11 institutions. Transparency in the implementation of recess is not only related to the fulfillment of good governance principles but also serves as an incentive for DPRD members to act accountably, which will ultimately influence increased public trust and allow recess funds to be used for community empowerment.

Responsiveness is at the heart of good governance; this principle assesses the extent to which institutions can meet the needs of the community quickly, accurately, and relevantly (Ipan Nurhidayat, 2023). In the context of DPRD recess activities, responsiveness means not only speed of reaction but also the ability to transform aspirations into concrete solutions that address the root of the problem. Without responsiveness, recess will be a wasteful ritual, wasting budgets and exacerbating public disappointment with political representatives. Responsiveness has three important aspects: speed, accuracy, and participation. Responses to needs must be swift before problems escalate into crises. DPRD members need to actively listen to public aspirations without prioritizing personal interests. The accuracy of the solutions presented must be in line with the core of the problem, not merely symptomatic. Appropriate responses should be tailored to the level of the problem, whether it is an urgent need or a medium-term one. Public participation in evaluating the effectiveness of responses ensures sustainable impact.

The focus on consensus serves as a social bond in good governance, a principle that requires decision-making through inclusive dialogue, mediation of

interests, and the pursuit of the best agreement for the common good. In the implementation of DPRD recess, the focus on consensus is not only seen as an official agreement, but also as a process of transforming conflict into cooperation to achieve social justice. Without consensus, recess can become a venue for power struggles that ignore minority voices and exacerbate polarization in society. Agreement in governance consists of three basic pillars: inclusion, conflict resolution, and sustainable agreement. Recess activities must encompass all aspects of community life, with all segments of society having equal opportunities for dialogue (Ramadhan and Suryaningrum, 2020). Differences of interest are resolved through constructive negotiation, not through majority rule. Decisions must be accepted by all parties and focused on long-term interests.

Equality is the basis of the integrity of good governance, ensuring that every voice, especially from marginalized groups, has equal value in the collective decision-making process (Nasyirudin, 2025). The Regional People's Representative Council (DPRD) recess is a small space that reflects the imbalance of power in society. In DPRD recess, equality is not only an opportunity to speak, but also a structural guarantee that the interests of vulnerable groups remain protected from majority domination or power. Without equality, agreements during recess are merely an illusion of democracy that justify injustice. The dimension of equality refers to equal access, where all groups, regardless of economic status, gender, ethnicity, or geographic location, have equal opportunities to participate. The balanced impact of minority or vulnerable groups' voices has a real influence on decision-making, not just a formality. Inequality can undermine agreements through ongoing increases in inequality, social radicalization by vulnerable groups, and environmental damage.

Effectiveness and efficiency are two important aspects of governance, principles that require every policy not only to achieve its targets but also to make the best use of resources (Priono, Putri and Mappadang, 2025). DPRD recess activities are related to effectiveness and efficiency, which determine the quality of work, distinguishing between productive and inefficient recesses. Without these two aspects, recess funds will only serve as a wasteful tool that erodes public trust. Recess activities are considered effective if they are evidence-based planning, implemented on target and on time, and must produce demonstrable long-term impacts (Nasution *et al.*, 2025). Effectiveness and efficiency during DPRD recess are not merely technical indicators but also a moral responsibility for public fund managers. However, when recess is implemented, it serves as concrete evidence that good governance is not merely an academic theory but a practice that transforms lives.

Accountability serves as a key pillar of governance, a principle that requires those in power to explain their every action and decision to the public. (Sarihati *et al.*, 2023; Sri, 2025). The results of the Regional People's Representative Council (DPRD) recess are more than just administrative reports; they also serve as a social oversight mechanism that ensures the use of public funds for public welfare, not for

personal or political gain. Without accountability, recess will turn into an arena for corruption that undermines democratic legitimacy. Three stages of accountability to meet the criteria for good governance are planned accountability with measurable plans, accountability implemented with documentation, and accountability evaluated with impact assessments and sanctions. These three elements must be met to prevent mass corruption, the loss of public trust, and the emergence of social attitudes that consider violations by individuals involved in recess activities acceptable.

## **2. Problems and Challenges of Governance**

Obstacles arise from within the government itself, given that Indonesia operates a presidential system, meaning the president is assisted in carrying out his duties by appointed ministers who report directly to him. The frequency of ministerial changes in Indonesia disrupts the consistency of established programs, particularly long-term plans, due to overlapping interests of individual leaders. Ministerial appointments often fail to take into account their expertise, a factor that is linked to the lack of qualified human resources in their respective fields.

Then the main challenge in implementing good governance in Indonesia today is that power is treated as personal property, the practice of "money politics" or project allocation for relatives of officials, using shell companies for money laundering and various other forms of fraud are carried out to achieve the agenda of interests, where rules and regulations are interconnected so that violations committed by many parties are not detected. In human resources, ongoing problems as a result of the cycle of poverty, as well as the lack of education that has become an unresolved issue in this country, so that the implementation of good governance is becoming increasingly difficult to achieve.

## **E. CONCLUSION**

The implementation of DPRD recess, as an element of good governance, still faces various fundamental problems across nearly all principles of governance. Public involvement has not been significantly realized due to low levels of idea submission, inefficient communication, and public indifference. Conversely, the rule of law is not fully enforced due to weak regulations, low sanctions, and the potential for misuse of recess funds. Ambiguity and lack of accountability also increase the likelihood of budget misuse and erode public trust in representative institutions.

The principles of responsiveness, emphasis on consensus, equality, and effectiveness and efficiency often become bogged down in formality, leaving recess at risk of becoming a ceremonial event with no real impact on public welfare. Furthermore, challenges to governance stem from structural and cultural factors within the Indonesian government system. System instability due to changes in officials, inadequate human resources, and abuses of power such as money politics, nepotism, and corruption pose significant challenges to achieving ideal governance.

Social conditions such as poverty and low education levels further exacerbate weak public oversight. Therefore, improving the management of DPRD recess requires strengthening regulations and sanctions, increasing resource capacity, comprehensive transparency, and inclusive and empowered community participation. This allows recess to truly function as a tool for local democracy and community empowerment, not simply a routine political activity.

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