

Conference Paper

Participatory Budgeting in Practice: A Case Study of the Banyuwangi District Legislative

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The purpose of this study is to determine whether the budgeting process in the recess forum of the Banyuwangi regency DPRD members has been implemented in a participatory manner. This study is located in the Banyuwangi regency, which uses a qualitative descriptive approach. Informants in this research were selected by purposive sampling, after which the data in this research were obtained through interviews, observations and documentation studies. The data obtained was then analyzed qualitatively with an interactive model. This study uses Participatory Budgeting (PB) theory, following Cabanes' thinking. The results of the study found that the recess forum of Banyuwangi regency DPRD members in terms of regulations did not explicitly regulate the form of participation while in terms of representation, it is still mobilization and instruction.

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1. Introduction

One of the most important breakthroughs in citizen participation in formulating public policies in the world is Participatory Budgeting, which emerged from democratic practices in developing countries and was later adopted by developed countries to be adapted as a public participation practice in many democracies. In Participatory Budgeting, citizens are directly involved in the formulation of public expenditures. Participatory Budgeting first emerged as a forum for public participation in 1989 in Porto Alegre, Brazil [1]. Participatory Budgeting is a real implementation of participatory democracy [2]. The involvement of citizens in the public policy process is based on the assumption that those who know the affairs of citizens are citizens themselves. Participatory Budgeting is part of improving the quality of democratic institutions from procedural democracy to substantial democracy. The emergence of participatory budgeting departs from the idea that after the existence of a representative democratic system, it is considered

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unable to have a substantial impact on improving the level of welfare of citizens; thus, the idea of how citizens need to be actively involved in the formulation of public policy is raised in public discourse. From this public distrust of the practice of representative democracy, the concepts of deliberative and participatory democracy emerged [3], [4] as did the concepts of deepening democracy and deepening democracy [5]. For democracy to be more meaningful, the public must be involved in it, and by reducing the concentration of executive and legislative power through the expansion of citizens' political participation in the formulation of public policies. The existence of participatory budgeting then emerged as a real implementation of the concepts of deliberative and participatory democracy [3] and deepening democracy [5].

Implementation studies of participatory budgeting in several countries often differ substantially from the implementation in Porto Alegre, Brazil, where in some local governments participatory budgeting functions only as a consultation unit, while in some countries it is used as an innovative tool by local governments in democracy. The implementation of Participatory Budgeting in Estonia was only used to legitimize decisions made by the government through citizen participation (Krenjova and Raudla, 2018). In some developing countries, politicians use Participatory Budgeting to perpetuate political power [6]. Cabanes's [7] study of 20 cities in five continents showed that Participatory Budgeting contributed significantly to improving the provision and management of basic services in these 20 cities. Talking about Participatory Budgeting cannot be seen in a single face in the implementation of democracy; in Seville Spain Participatory Budgeting is designed as a factor to deepen democracy. In Mozambique Participatory Budgeting was designed as a trigger for Good Governance. In Solingen, Germany, Participatory Budgeting has been used as a tool of technocratic logic in the formulation of public policy [8]. The existence of differences in the results of Participatory Budgeting is still relevant to study, especially in Indonesia, where there has never been in-depth research on participatory budgeting.

One of the most popular development planning models in Indonesia is development planning deliberation (Musrenbang), as the official mechanism considered to represent participatory planning forums in Indonesia. Musrenbang is held regularly and periodically, tiered from *dusun* to national level. In reality, this forum still receives a lot of criticism because many of the proposals submitted in the Musrenbang forum cannot be accommodated in the APBD and are replaced by government programs from higher levels of government (top-down programs) and are considered more priority [9]. In addition to musrenbang, there is also a political participatory mechanism that involves citizens and is carried out in democratic practices in Indonesia, namely the recess

forum for legislative members. Through the recess forum, legislative members meet with constituents to monitor the realization of development and see the various problems faced by the community. Various proposals for development programs can also be submitted by legislators during recess [10]. The mechanism of development proposals through recess is considered much more effective because the presence and escort of legislative members can ensure that proposals in recess have a greater success rate than Musrenbang.

The purpose of this study is to determine whether the budgeting process in the recess forum of the Banyuwangi Regency DPRD members has been implemented in a participatory manner. To answer whether recess activities carried out by members of the legislature relied on the participatory budgeting model, the researcher will discuss the recess forum conducted by members of the Banyuwangi Regency DPRD from the perspective of participatory budgeting. According to Cabanes [1], there are at least five dimensions that become the principles of Participatory Budgeting, including the participation dimension (Participatory Dimension), Financial Dimension (financial dimension), territorial dimension (Territory Dimension), Legal and Regulatory Dimension (legal and regulatory dimension), and political, governance, and democracy dimensions. The use of dimensions formulated by Cabanes [1], because the discussion on participatory budgeting based on local government, is very important to see whether the recess forum has been carried out in a participatory manner. Citizen participation in resource allocation emerged in the early 1900s, when Frederick Cleveland, one of the founders of the New York Municipal Research Bureau, argued that the government should be responsive and efficient to ensure that it can work effectively, which can be done by involving citizens in resource allocation [11].

Studies on recess activities in Indonesia rarely receive attention, some existing studies on recess include a study conducted in Banyuwangi Regency which concluded that recess activities carried out by DPRD members in Banyuwangi Regency were very effective for proposing citizen programmes [12]. Pujiati [13] conducted research by comparing the level of effectiveness of Musrenbang and Recess carried out in the preparation of the Pesawaran Regency APBD that resulted in 2018 activities proposed through musrenbang can be absorbed as much as 62.3%, while recess is only approximately 37.7%. Badrika and Sulandari [14] who conducted a study on the effectiveness of the implementation of recess for members of the Tabanan Regency DPRD in Bali, showed that it proved to be very effective in terms of community aspiration absorption. No research on recess forums associated with participatory budgeting has been conducted in Indonesia.

To understand more about how public participation forums operate through recess forums, it is useful to look at the dynamics of political change in post-New Order Indonesia, where there was a shift from a centralized and authoritarian political paradigm to a democratic paradigm. This was followed by a shift in the public administration paradigm from old to new public services. According to Supranoto [15], the fundamental difference between the two paradigm models is that Old Public Administration is more based on the theoretical basis and epistemology of political theory, while New Public Services are more influenced by democratic theory, so new public services (NPS) can operate in line with the democratic system in Indonesia. One of the important values of New Public Services (NPS) is the involvement of citizens in the process of state administration. The idea of involving citizens in the political process of the state is similar to those developed by Jurgen Habermas about Deliberative Democracy [16] and Participatory Democracy [4].

2. Literature Review

One of the paradigm shifts in Public Administration that can be used to explain Participatory Budgeting is the paradigm shift from Old Public Administration to New Public Service [17]. The big problem in Old Public Administration is the low capacity of government administration, so a paradigm shift in public administration is needed, especially to build the capacity of the bureaucracy to be more professional, effective, and responsive to the will of the people. One of the concepts that can be used as a reference in bureaucratic reform is the New Public Services paradigm [17]. According to Supranoto [15], in New Public Services, the responsiveness (responsibility) of the bureaucracy is more directed towards citizens (citizens) than toward customers, constituents, and non-customers. To understand this paradigm more deeply, the theoretical tools used are based on the theory of participatory democracy. Another theoretical tool is the theory of direct democracy, which can explain the deliberative and participatory approach to democracy [18]. Through these theoretical tools, participatory budgeting can be clarified as an embodiment of the urgency of the idea that Participatory Democracy can be realized [4].

Participatory Democracy Theory is thought to be heavily influenced by Rousseau and John Stuart Mill; however, Macpherson [19] and Pateman [4] wrote the first theoretical formulation of participatory democracy theory were written by [19], [4]. The basic concept of participatory democracy is a model of democracy that is used to overcome the weaknesses of representative democracy [19]. One of the hypotheses inherent in participatory

democracy is empowerment as the construction of active social subjects, defining for themselves what they consider to be their rights and their struggle to recognize these rights [20]. Empowerment also refers to the transformation from a mentality of over-reliance on bigwigs or disgust of the political system to a sense of responsibility to fight for the system's domination and exclusion [20]. According to Tocqueville and Mansfield [21] a centralized state (tyranny) must be countered by administrative decentralization through the participation of local people in political organizations and civil society. One implementation of the theory of participatory democracy is participatory budgeting [22].

The last part of the theory used is Participatory Budgeting, a concept introduced by Porto Alegre in the formulation of public policies involving ordinary citizens [7]. Generally, in participatory budgeting literature, research has focused on the determinants of participation [23], [24]. Research discusses the ideal form of participation and the impact of Participatory Budgeting implementation [25], [26]. The next section discusses citizen engagement [27] [28]. Furthermore, Boonstra and Boelens [29] and Dahan and Strawczynski [30] focused on the factors associated with the effectiveness of participation. According to Gilman [31], there are four principles in Participatory Budgeting: (1) direct citizen participation in the decision-making process and government oversight, (2) prevention of corruption through administrative and fiscal transparency, (3) improvement of urban infrastructure and services, especially helping the poor, and (4) renewal of political culture in which citizens will function as agents of democracy. According to Cabanes [1], Participatory Budgeting has five dimensions:

1. Participatory Dimensions.
2. Financial dimension.
3. Territory dimension.
4. Legal and regulatory dimensions.
5. Political dimensions, governance, and democracy.

In terms of institutional design, several studies on participatory budgeting have contributed, among others, to Cabanes [1], who described the implementation of participatory budgeting in 25 cities in Latin America and Europe. Participatory budgeting from a global perspective. Another study collaborated with the implementation of participatory budgeting in Europe [32]. In Krenjova and Raudla [33], several stages of participatory budgeting include elaboration of strategies, plans, and legal actions that regulate the entire process of participatory budgeting. It is usually done through brainstorming, the collection of proposals from participants, the decision-making stage, the announcement of accepted proposals, and the determination of control and evaluation mechanisms.

3. Methods

This research is located in the Banyuwangi Regency, at the institution of the Banyuwangi Regency Regional People's Representative Council (DPRD) and the place of recess implementation of Banyuwangi Regency DPRD members. This research uses a qualitative descriptive approach using a natural context that aims to interpret and explain the phenomenon of Participatory Budgeting (PB) through recess forums in Banyuwangi Regency with informants consisting of the Chairman of the Banyuwangi Regency DPRD dan DPRD Members, Head of the Subdivision of Aspirations of the DPRD Regional Secretariat and Bappeda Banyuwangi Regency and Community Leaders, informants in this study were selected by purposive sampling, then the data in this study were obtained through interviews, observations and documentation studies, the data obtained were then analyzed qualitatively with an interactive model using the dimensions that characterize Participatory Budgeting.

4. Results and Discussion

Based on direct observation and in-depth interviews with informants, several interesting findings were obtained, including Law No. 17/2014 on the People's Consultative Assembly (Majelis Permusyawaratan Rakyat), the House of Representatives (DPR), the House of Regional Representatives (Dewan Perwakilan Daerah), and the Regional People's Representative Council (DPRD), which states that the Regency/City DPRD has three functions: legislative, budget, and supervisory. In carrying out these three functions, Law No.17/2014 also states that the trial period consists of a session and recess period. A recess is a period in which members of the DPR/DPRD work outside the building or office. The recess period is used by DPR/DPRD members to visit constituents in their electoral districts (dapils) to carry out parliamentary duties. This means that the recess period will take place as part of the duties of the DPR/DPRD members who carry out legislative, budgetary, and supervisory functions. Public participation is required during the recess period when formulating public policies. This is because constituents are external control tools and play a role in legislation, budgeting, and supervision carried out by DPRD members. In the aspect of budget function, especially, how public participation is needed to fight for development in the electoral district. To explain and answer the objectives of this research, researchers will conduct a critical study of recess based on the dimensions that characterize participatory budgeting, among others.

4.1. Regulatory and Legal Dimensions

The recess activities of legislative members are regulated through Law No. 17 of 2014 concerning the People's Consultative Assembly, House of Representatives, Regional Representative Council, and Regional People's Representative Council. Part Twelve Hearings and Decision-Making Article 228. Meanwhile, specifically through the Banyuwangi Regency DPRD Regulation Number 1 of 2020 concerning the rules of the procedure of the Banyuwangi Regency Regional People's Representative Council. CHAPTER IX Hearings, Work Visits, Meetings, and Decision-Making Section One Hearings Articles 113 and 114.

In the regulations governing the implementation of recess, it is not specifically stated who are the participants in the recess, the regulation states that the recess forum is referred to as a means for council members individually or in groups to visit electoral areas to absorb the aspirations of the community (Article 114 of Banyuwangi Regency DPRD Regulation No. 1 of 2020). With no clear criteria for community groups that can become participants, each DPRD member has a preference for who they will invite. Article 114, paragraph 5 of Banyuwangi Regency DPRD Regulation No. 1 of 2020 states that individual members of the DPRD can be invited. It states that DPRD members individually or in groups must make a written report on the results of their duties during the recess period, as referred to in paragraph (3), which is submitted to the DPRD Leader in a plenary meeting. Based on information from one member of the Banyuwangi Regency DPRD, a report submission activity has never been carried out.

In Law No. 17 of 2014 concerning the People's Consultative Assembly, House of Representatives, Regional Representative Council, Regional People's Representative Council, Article 80 letter J, which reads that Members of the House of Representatives have the right to propose and fight electoral district development programmes. Hence, the term Electoral District Development Programme Proposal (UP2DP). In practice, aspiration funds are also provided to the DPRD members based on Law No. 17/2014 Article 373 letter that DPRD members are obliged to absorb and collect the aspirations of constituents through regular working visits.

In line with Goldfrank's opinion (2007), the legal foundation plays a very important role in the success of the implementation of Participatory Budgeting, in addition to being the legal basis, and as an institution for institutionalizing participatory democracy, will guide the behavior of political elites and communities in implementing participatory budgeting. The existence of a clear legal foundation will give meaning to citizen participation in local and national development planning [34] [35] [36].

4.2. Participatory Dimensions

Some of the stakeholders involved in the recess forum of the Banyuwangi Regency DPRD members are as follows:

1. Legislative members and DPRD members are the main stakeholders of recess activities.
2. political party administrators, political party administrators at the sub-district and village levels, success team of DPRD members, and political party cadres.
3. Village elite, village head, village secretary, BPD members, PKK, etc.
4. Community organizations are interest groups that exist at the sub-district level, including nahdlatul Ulama, Muhammadiyah, and LDII.
5. The general public usually consists of sympathizers and supporters of DPRD members during the general election.

Based on the profile of stakeholders who attended the recess forum conducted by members of the Banyuwangi Regency DPRD, the presence of participants was dominated by community elites, political party officials, village government elites, and leaders of mass organizations both at the sub-district and village levels. Therefore, in this case, the dominance of the elite is very clear in the process of conveying aspirations, while many ordinary people become passive listeners. The presence of political party officials in recess activities is a dominant finding in the recess activities carried out. Then the activity setting at the time of the recess implementation was carried out with a class model seating model, which was then considered that the recess activities were seen to illustrate social class differences in society. The use of a social class model by the influential elite will sit at the front of the room facing the community. In the seating of ordinary community participants, it is also possible for a class between the elite group to sit in the front row.

The pattern of decision-making in recess activities is also dominated by DPRD members as the main stakeholders, and in some cases, political party organs also play a dominant role in determining whether a program proposal is accepted or rejected. There are no specific criteria for attendance. The proportion of attendance based on the quantity of the population is also not visible; an area with a large population will not necessarily be represented proportionally in the number of participants in recess activities, all determined by DPRD members or political party officials at each level. One of the most interesting findings from recess forums was the failure of the community to

participate voluntarily in the forum. Their attendance was mobilized and motivated by the desire to receive money or goods in return for their attendance at the forum from the DPRD members.

Another finding was the low level of participation in recess and the perception that recess forums are forums for sharing money and gifts from DPRD members to the community; their presence is not based on personal awareness. Based on the findings of Pradana [36], citizens' reluctance to participate in public forums can be categorized into two categories. The first relates to people's lack of understanding of their presence in the government. The second relates to their inability to participate in the participatory budgeting process. Citizen contributions and participation in influencing public policy are the essence of Participatory Budgeting [37]. The existence of a community without contributions can be categorized as pseudo-participatory. This understanding of pseudo-participation is a condition in which the presence of the community in the participation forum is only a formal requirement, but without contribution [36].

In modern democracies, public participation plays a crucial role as it operates as an external counterweight to the bureaucratic apparatus of the state. The new concept of public participation stems from distrust of representative democracy and classical models of governance [38]. In this participatory dimension, there are still differences in opinions about who should be the main actor to be the initiator in participatory budgeting. Not all opinions on who should be the initiator in participatory budgeting if it is not a citizen; then, it is considered that a forum is not participatory. Like Nabatchi and Amsler [39], it seems flexible in political logic that the initiator is a politician. In managerial logic, the initiator is a manager, and in community building logic, the initiator should be a civil society organization. From this perspective, it is not wrong if the recess activity is a forum that is closely related to political activity; a politician can initiate participatory budgeting.

Based on this research, it is found that the public policy proposal model that emerges during the recess process of DPRD members shows that public policy is produced from elite preferences, namely, Banyuwangi Regency DPRD members and political party administrators, although there is a participatory process in the participatory budgeting model. Almost all the processes involved in the implementation of recess involve limited public participation. Based on an analysis using dimensions of participatory budgeting, the recess forum conducted by legislative members cannot be categorized as a model that meets the requirements for the participation of ordinary sovereign citizens in being directly involved in the formulation of public policy. The use of political party attributes

in the recess forum violated Law no. The 7/2017 Article 280 concerning the prohibition in the campaign prohibits the use of state facilities, and recess is a state facility.

4.3 Dimensions of politics, governance, and democracy

Recess forums are carried out regularly by members of the Banyuwangi Regency DPRD, based on electoral districts, while recess forum activities are usually carried out in a formal atmosphere, sometimes even informally with a variety of activity models, such as using recitation, presenting clerical figures from within the region, or even from outside the region. Some findings also found that recess activities were coupled with compensation activities for the poor and orphans. In addition to religious activities, some recess activities also use the cultural arts activities of the local community, such as kuda lumping and music.

Not all recess results are accommodated in planning documents, and even lists of proposed programs that have been included in the form of the DPRD's main ideas are not always accommodated in planning documents. In fact, in some cases, programs that have already been endorsed by the Bupati can still be disallowed by the political preferences of DPRD members. Compared to Musrenbang, programs proposed through the recess forum are more effective in terms of success, which is one of the positive aspects of recess activities, including the effectiveness of proposals through the recess of Banyuwangi DPRD members, because every proposal submitted through the recess forum can be realized compared to the Musrenbang forum. This happens because proposals through recess are carried out by involving recess members of the Provincial DPRD or DPR RI. Recess is also a direct interaction between Banyuwangi DPRD members and their constituents. Recess is also an alternative for constituents that cannot be accommodated in musrenbang activities.

If we look at the profile of participants who attended recess activities, most were dominated by elite community groups, both at the sub-district and village levels. One of the things that became a finding was that participants who attended were dominated by the management of political parties supporting DPRD Members; even in activities carried out in several electoral districts, the recess forum should involve the community, but the recess forum was carried out like a political party meeting using the attributes of political parties.

In a higher aspect, the process of citizen participation in policy-making through recess or other activities contains a more substantial mission if the Porto Alegre version makes participatory budgeting an instrument to promote a form of direct democracy [40]. In Seville Spain, Participatory budgeting is used to democratize democracy, as the implementation of participatory budgeting is used to deepen democracy [8]. Meanwhile,

in Solingen Spain Participatory Budgeting is used as technocratic logic with the aim that Participatory Budgeting can be implemented more efficiently through this concept. In Dondo Mozambique Participatory Budgeting is used as a tool to build Good Governance by improving the pattern of interaction between the government and people. This important aspect will be realized if there is a political will from the political elite in Banyuwangi. Based on the experience of one member of the Banyuwangi Regency DPRD, who tried to carry out recess activities that he did by involving many community members and inviting resource persons from universities in Banyuwangi

4.3. Regional Dimension

Recess activities, when viewed from a regional perspective, are very visible. Based on the electoral district, each DPRD member is expected to concentrate on distributing development policies to their respective electoral districts. The pattern of distribution of proposals is highly dependent on the council members' political will. Many of the proposals are prioritized to champion programs proposed by community groups that support DPRD members during the general election. Usually, the choice of venue for recess activities is also based on the DPRD member's support base at the time of the general election. One model for proposing development projects through the recess forum is regional and neighborhood based. This model of proposing regional programs is similar to the characteristics of proposals in Participatory Budgeting [8]. Therefore, to broaden the scope of this recess forum's inclusiveness, it is necessary to involve a wider scope of participation. Theme aspects, such as development and housing, were considered. In addition, it is also necessary to provide space for participation in community groups based on political actors, such as youth, artists, and culturists, so that more diverse aspiration models will be open.

4.4. Financial Dimension

This financial dimension is associated with the aspiration fund given to members of the DPRD to propose and fight for the development of electoral districts, as stipulated in Law No. 17/2014 Article 80, letter J. There is no specific pattern or percentage value in allocating the budget in the aspiration fund, but each member of the legislature has a certain accumulative budget that can be used to propose development proposals in the electoral district. The number of members of the Banyuwangi Regency DPRD is 50, with four Council Leaders, and the DPRD Banyuwangi consists of seven factions.

One of the findings from the financial dimension of the recess forum is that the financial value given to each DPRD member varies, with ordinary members having the same value, faction leaders having a higher value than ordinary DPRD members, and leaders having a higher value than faction leaders and DPRD members. There is no exact amount of budgeting for aspiration funds, and the budget is mostly determined based on the results of lobbying by DPRD leaders to the regent.

DPRD members prefer where the budget will be distributed, including how much of it will be allocated. Political parties with a majority of seats have a greater accumulated budget than political parties with fewer seats in the DPRD. However, the budget allocated is still very limited compared with the total number of programs proposed by the community. DPRD members work with scarcity constraints in the budget during recess activities, thus requiring prioritization. The financial dimension through aspiration funds cannot be measured specifically because when included in the APBD, it is global in nature, and the proportion of proposals from citizens through Musrenbang or jasmans during recess cannot be sorted out. Based on the five dimensions of Participatory Budgeting, a recess forum cannot be categorized as a forum based on Participatory Budgeting. Only one dimension, namely the territorial dimension, has the same character in participatory budgeting and recess forums, which are based on territory or environment. Other dimensions do not qualify as participatory budgeting forums in Indonesia.

5. Conclusion

Based on the results of this study, it is concluded that the recess forum conducted by legislative members can be used as an alternative forum in addition to the Musrenbang forum to involve citizen participation in public policy formulation by involving citizens as one of the stakeholders. Based on an in-depth study of the existence of a recess forum based on the dimensions of Participatory Budgeting, the following results were obtained. Decisions in activities cannot be called a forum for citizen participation because the recess forum is more reflective of a policy formulation process determined by political elites, namely DPRD members and political party officials. In the participation dimension, the presence of citizens in the recess forum does not reflect a participation forum, because the presence of citizens is still in the stage of being mobilized, not because of awareness. In the regulation and rule of law dimension, it was found that this dimension did not clearly explain recess activities, either the mechanism or who could attend recess activities. The financial dimension does not yet include a specific

amount of financial value budgeted in community aspiration absorption activities. The political, governance, and democracy dimensions of recess activities still illustrate that in the political dimension, recess activities are a forum that reinforces elite dominance and does not illustrate the participation of citizens. The only dimension that is almost the same in PB and recess activities is that proposals are regional and territorial in nature.

6. Policy Recommendations

As a participatory forum, the recess forum for legislators to meet with constituents should be used as an effort to bring together three interests: politics, good governance, and technocracy. With the interaction pattern of the three components, the recess forum is a vehicle for participatory budgeting in Indonesia, especially to strengthen the recess participation forum from just a political issue to an instrument to create Good Governance and technocratic management. The institutional design of The recess forum was designed to combine these three components. Meanwhile, if these three can be integrated according to Cabannes and Lipietz's [8] concept, the recess forum will become a driver of state modernization.

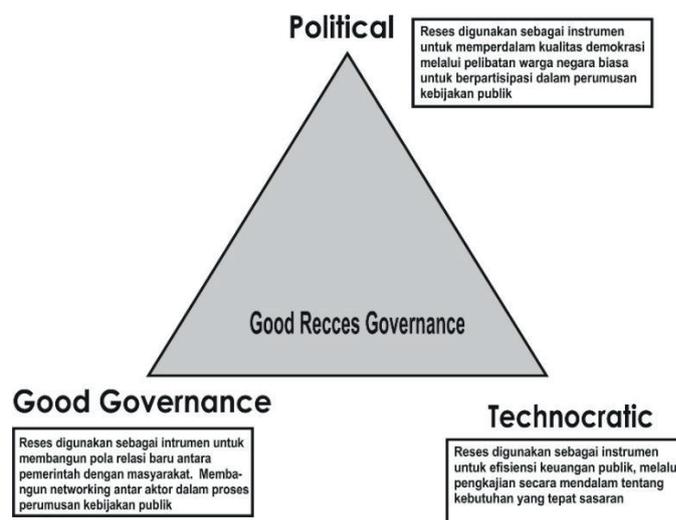


Figure 1: Good Recess Governance.

The use of Good Recess Governance is very important in an effort to improve the quality of routine recess forums, as participatory budgeting in practice in several countries has specific characteristics. For example, participatory budgeting in Seville Spain was implemented to deepen democracy, while in Dondo Mozambique, it uses participatory budgeting as a driver of good governance and the last Technocratic logic used in Solingen Germany [8]. Thus, this model can be used for recess forum governance in Indonesia. One important aspect, especially regarding political aspects,

is that recess should be used as an instrument to deepen democracy through efforts to democratize democracy from procedural democracy to more substantial democracy. One of the recommendations is to expand the space for community aspirations; the recess must be changed from involving only political party officials to involving other community groups. This effort will be even better if, later, as in Solingen Germany, the recess forum will also become technocratic logic so that activities or programs made can be more effective and efficient. Finally, recess must be used to build new patterns of interaction, especially between the state and the community as well as between DPRD members and the community, which will have a strong influence on good recess governance in the management of public funds in the APBD.

The next recommendation is related to the heterogeneity of the community with a variety of interests, so related to the proposals or programmes proposed in the recess are usually spatial-territorial into mechanisms needed to also pay attention to proposals that are mixed in nature by considering the thematic sector of the programme, then also Actor-based programmes.

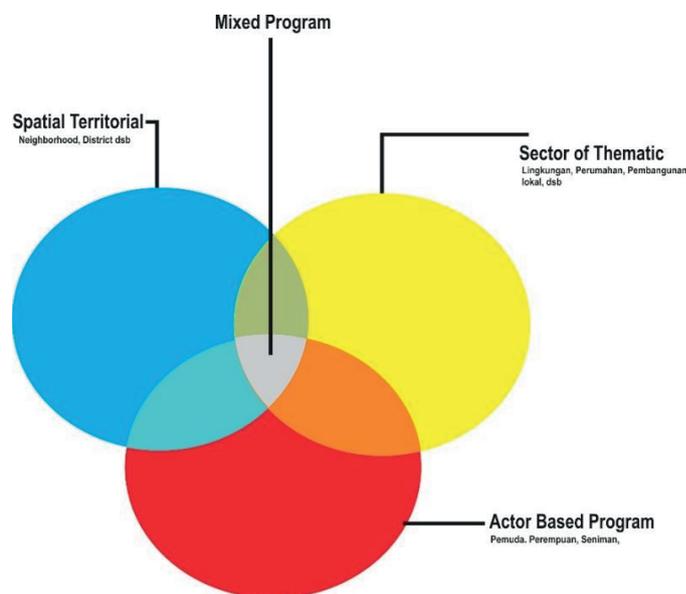


Figure 2: Type of Programme proposed in Recess.

So far, recess activities and the types of program proposals are spatial-territorial in nature, especially in relation to the pattern of support to DPRD members, so the points of support are where the activity programs are carried out. Therefore, to develop a more participatory recess system, it is necessary to pay attention to several other aspects, such as actor-based programs that can represent broader public participation.

In addition to the two concepts above, an innovative effort is needed, especially as an improvement in the quality of good governance by creating an e-Recess Budgeting

System platform. The meaningfulness of this recess forum also requires system support to facilitate the journey of community proposals from the initial stage to realization. The system created should also be integrated with other public participatory systems such as Musrenbang, so that there is no double allocation. Through this integrated programme, it is expected that all programme proposals will not only be controlled by the government but also by the community.

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