

LEVEL OF PUBLIC PARTICIPATION IN THE POLICY OF PREPARATION OF REGIONAL REVENUE AND EXPENDITURE BUDGET (APBD)

Oleh: Hernimawati

ABSTRACT

The objective of this research is to reveal and analyze the phenomenon of public participation in the policy of APBD preparation especially in Pekanbaru City. This research is developed based on qualitative research with interpretive paradigm. The approach and technique of phenomenology analysis used to explore comprehensive meaning of participation phenomenon on local government budgeting policy. The research result indicated the phenomenon of public participation on local government budgeting policy still be assumed utopis because the low of socialization to public so that only certain public of which can access information and proposes program, and when mechanism of Musrenbangkot is desisted hence compilation step of APBD hereinafter more in dominated with politics problem.

Keywords: Public Participation, Policy, Local Government Budgeting.

A. Background

Public policy is a complex and dynamic phenomenon. The complexity and dynamics will be more pronounced if the observations are directed to the policy process. From a management perspective, the policy process can be viewed as a series of activities covering at least three main groups, namely (1) policy formulation, (2) policy implementation, and (3) policy performance evaluation (Mustopadidjaja, 2013: 27).

In the framework of the total reform towards the New Indonesia society and in facing the challenges of the 21st century whose condition with demands for democratization, transparency and competitiveness, accountability, and the upholding of human rights today, an even paradigm approach is needed where every stakeholder can move to engage in activities, and participation in the formulation process or policy formulation. Similarly, in the APBD budgeting policy, public participation in budgeting should be done at every stage of the

budget cycle start from preparation, ratification, implementation, to accountability (Mardiasmo, 2012: 70).

Based on the results of research by Sopanah (2013: 63) public participation in the preparation of APBD is still very small even almost nothing, whereas public participation will strengthen the supervision conducted by DPRD. The research results of Prasetyo's (2013: 44) also show that the policies made by the executive and legislature ignore the principles of public participation, transparency and accountability. In the process of preparing the APBD public participation is still in tokenism stage through stages of reinforcement, informing and consulting. This is due to the lack of a legal regulation that regulates public participation in policy of preparation of APBD especially in Pekanbaru City.

The low level of public participation is seen in the small number of people involved in the APBD preparation process (5%) and the lack of public proposals funded by the APBD through Grants (Grant Block). This phenomenon is very interesting to be studied more deeply related to the level of public participation in the preparation policy of APBD.

B. Problem Formulation

Based on the background described above, the problem formulation in this research is stated in the form of research questions: "How the phenomenon of public participation in the policy of APBD preparation especially in Pekanbaru City?".

C. Research Methods

The type of research used is qualitative by using a natural setting which the objective to interpret the phenomenon that occurs. Moleong, (2014: 5) explains that qualitative research is a study that uses a naturalistic approach to seek and find the meaning or understanding of phenomena in a contextually-specific context. This study also uses an interpretive paradigm with a phenomenological approach to explore the understanding of budgetary phenomena by focusing on public participation in APBD drafting policy

D. Analysis and Discussion

The term of Deliberation of Development Planning (Musyawarah Perencanaan Pembangunan/Musrenbang) is very popular among the public, NGOs and academics. Musrenbang is a forum for the public in order to participate with the bottom up pattern. The Village Community Empowerment Institution (LPMK) that manages Musrenbang is a community forum in channeling public's aspiration has the authority to control the village administration, is a guarantee of public participation in the village development programs (Suwandono, 2010: 17).

The real problem faced is the fact that the existing mechanism of participation is not enough to provide an appreciative space from the public because the participation is just a pseudo-participation, symbolically full of manipulation due the rules can not guarantee the budgeting process, based on the people need assessment. The dominant is precisely the government need assessment. Its mean, the public is not involved and fully involved until the decision making stage . The decision about the program is only the negotiations result between the executive and the legislature. Then, the resulting of development programs, can be said less useful for the public in general.

Related with the implementation of Pekanbaru City public participation in relation to the preparation policy of APBD in reality, the participation process is considered pseudo, including: (1). participation which dominated by certain elites, (2). participation mobilized by certain interest groups, (3). participation packaged in a certain entertainment event. Such pseudo participation is an interesting phenomenon that needs to be studied more deeply to see how efficiently and effectively the local budgeting policy is.

Those reality becomes paradoxical and reversed with the executive statements which tend to be normative and shelter behind legislation where the legislatif convey that the process of preparing the APBD is a political process. Nevertheless, the process of preparing APBD is not merely a dominant political process, some members of the legislature prioritize the interests of the people rather than the interests of groups and parties. The success and failure of the proposed program which is the result of the implementation of public

participation is highly dependent on the conveying process starting from village musrenbang, sub-district level up to the city-level musrenbang.

The description of the phenomenon of public participation in the process of formulating the APBD as submitted by informants from the government, slightly different from what is delivered by the public and the Village Community Empowerment Institution (LPMK). The low level of socialization to the community makes only certain people who can access information and participate in proposing development programs (usually close to officials and LPMK committee).

The great number of grant funds that are distributed to the public through the institutions of Public Service Bodies (BKM) and LPMK allows overlapping of the program in the community. Therefore, synchronization between the two institutions is required. Several things that have been done by Forum Communications Member (FKA) BKM and FKA LPMK among others always make coordination for the program that is made always sync and not overlapping.

Based on the research results can be drawn the conclusion that the Government of Pekanbaru City has hard effort to increase the public participation in development processes. In addition to Musrenbang as a form of formal mechanism in proposing the program to the government through the executive, the nets of community aspirations through the legislature, Pekanbaru Municipal Government has also provided stimulant funds to the existing institutions in the village such as LPMK and BKM.

Further analysis related to the phenomenon of participation based on observation and interaction with various parties involved in the process of preparation of APBD found that the factors which cause ineffectiveness of public participation in the process of preparing the APBD Pekanbaru City is divided into two parts namely participation in terms of policy and participation in regional planning and budgeting processes. Related to the policy of APBD preparation, the lack of legal guarantee in the form of Local Regulation (PERDA) which oversees the public participation in the process of APBD preparation considered as a major obstacle in the development of public participation. While related to the process of

planning and budgeting through the coordination process between government agencies and the participation process of all development actors in a Musrenbang forum which becomes the main obstacle is the socialization were considered insufficient so that the participation process only enjoyed by some communities who close to the village official and LPMK officials as an institution conducting the Musrenbang process.

E. Conclusions and Recommendations

1. Conclusion

Based on the results of the discussion can be concluded that in general the phenomenon of community participation in the process of preparation of APBD in Pekanbaru City is normatively can be said in accordance with the mechanism regulated by legislation. Related with the implementation of Pekanbaru City public participation in relation to the preparation policy of APBD in reality, the participation process is considered pseudo, including: (1). participation which dominated by certain elites, (2). participation mobilized by certain interest groups, (3). participation packaged in a certain entertainment event. Further analysis related to the phenomenon of participation based on observation and interaction with various parties involved in the process of preparation of APBD found that the factors which cause ineffectiveness of public participation in the process of preparing the APBD Pekanbaru City is divided into two parts namely participation in terms of policy and participation in regional planning and budgeting processes.

2. Recommendations

The recommendations can be expressed as follows:

- a. For Pekanbaru City Government is expected to increase the socialization to the public for about the various programs and funds that have been disbursed so as not enjoyed by certain communities.

- b. For the DPRD of Pekanbaru City, related to the policy formulation of APBD needs to seek legal guarantees in the form of PERDA which oversees the public participation in the process of APBD preparation.
- c. For the public it is also expected to be pro-active to be involved in the process of development and supervision.

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