

THE COMMUNICATION POLICY IMPLEMENTATION OF THE BUDGET FESTIVAL (2014-2016) BY THE DISTRICT GOVERNMENT OF BATANG, CENTRAL JAVA TO PREVENT CORRUPTION CASES

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ABSTRACT

Decentralization as regional autonomy aims to strengthen regional government to be independent and develop. However, this has negative implications because it triggers corruption cases in the Regional Expenditure Budget (Anggaran Pendapatan Belanja Daerah-APBD) funds by regional leaders. This condition is caused by the weak implementation of budget transparency by the regional head. Batang regent period of 2012-2017, Yoyok Riyo Sudibyo, anticipated by holding a Budget Festival (2014-2016). This research uses qualitative descriptive method and data triangulation to (1) Knowing the implementation of the Batang Budget Festival policy in 2014-2016 by the local Regency Government; 2) Knowing the obstacles in implementing the next Budget Festival. The results of study of the Batang Budget Festival in 2014-2016 received support from the public, government, Ombudsman, anti-corruption institutions such as the Corruption Eradication Commission (KPK), Indonesia Corruption Watch (ICW), Transparency International Indonesia (TII) and won Hatta Hatta Anti Corruption Award 2015. Festival Anggaran was adopted by a number of local governments including the Government of Karanganyar Regency, Central Java and was also adopted at the ministerial level, namely by the Ministry of Finance's Directorate General of Budget. In addition, budget transparency is essentially part of the development of regional identity in the era of globalization.

Keywords: 1) Budget Festival 2) Communication Policy 3) Corruption 4) Transparency

1. Introduction

The implementation of regional autonomy and decentralization in 2001 is harmoniously with the reform era, this must be completed to implement the mandate in the Regional Government Law.

The authority of the regional head to regulate his own territory, except with regard to defense, monetary and fiscal, justice, foreign policy and religion, will have a positive impact. Regions are able to develop their regions independently according to the characteristics of the region, the potential and condition of the natural resources that are owned so that the community is prosperous.

Cuadrado (2014) explained that the regional government is now developing a decentralized function to provide public services.

Regional and local governments are key in the national pattern of government and in managing welfare policies, along with globalization and enhancing the development of information and technology in this 4.0 era (Pina, 2007).

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Decentralization opens opportunities for regional heads by manipulating their positions and powers. Cases of corruption in the Regional Expenditure Budget (*Anggaran Pendapatan Belanja Daerah-APBD*) and gratuities by regional heads ranging from governors, mayors, regents to village heads continued to increase. The Corruption Eradication Commission (*Komisi pemberantasan korupsi-KPK*) handled around 2,492 corruption cases including those involving regional leaders until 2014.

Batang District Head period of 2012-2017, Yoyok Riyo Sudibyo did not want his ranks to be corrupt so he innovated in budget transparency by holding the Budget Festival 2014-2016 which was displayed in the form of a booth. Yoyok initially distributed flyers, invited civil servants and community leaders to the rally. But the results are considered ineffective, so that in 2014 as the beginning of the implementation of the pattern of budget accountability directly to the public through the Budget Festival. In addition to formal accountability to the people's representatives in the annual plenary session.

The communication policy launched by Yoyok by holding a Budget Festival was part of the implementation of public information disclosure in accordance with Law No. 14 of 2008 concerning Public Information Openness (*Keterbukaan Informasi Publik-KIP*) to a wide audience.

The research problem of study based on the preliminary description is: "how is the implementation of the communication policy through the Budget Festival by the District Government of Batang to prevent corruption cases?".

2. Literature Review

Communication Policy

Communication policy is a practical and applicable rule of thumb. Topatimasang (2000) stated that communication policy is a unity of legal system which contains three aspects including: 1) The communication policy applied produces legal products in the form of Laws, Decrees, Regional Regulations, and others; 2) the legal structure is committed to the proper application of communication policies; 3) culture and law help people respond to the content and implementation of a communication policy.

The application of communication policies by officials is essentially a public policy for the benefit of the public in the scope of government.

Lasswell in Mulyana (2008: 69) mentions five elements in the communication process, namely the source (message sender / communicator), message (can be in the form of meaning, form or symbol), channel or media used by the message provider, message recipient as communicant and effects. The Laswell model describes direct or linear communication that emphasizes aspects of persuasion that aim to obtain certain effects.

Weber's Bureaucratic Theory

Organization is a place for a group to achieve a common goal (Rogers, 1983). In organizing it takes the ability to communicate by each individual to convey messages with specific goals or other aspects. Devito (1997) suggests that in organizational communication there is sending and receiving messages that take place either in formal or informal groups.

Organizational communication for the Batang District Government can be assessed through the innovation of Regent Yoyok Riyo Sudibyo (2012-2017) by holding a Budget Festival in a series of internal and external communication policy processes.

This is in accordance with Weber's Bureaucracy theory which emphasizes the role of individuals as triggers or drivers of action in an organization (Littlejohn, 2011).

Weber's organization is a system of interpersonal activities that contains certain goals and is designed to coordinate individual tasks. The organization is a bureaucracy.

There are three basic principles in the bureaucracy, namely authority, specialization and regulation. Bureaucracy will not be optimal if it is not supported by these three aspects.

Transparency

Transparency in the Great Indonesian Language Dictionary (*Kamus Besar Bahasa Indonesia- KBBI*) is clear and can be seen in its entirety. Transparency is often associated with openness in organizational activities, information disclosure and budget.

Both the community and the Regional House of Representatives (*Dewan Perwakilan Rakyat Daerah-DPRD*) can know and participate in overseeing the use of the budget by policy makers by implementing transparency (Mardiasmo, 2003).

Transparency is defined as the ease of gaining access to information on all policies taken by public officials if linked to public policy. This indicates that information is comprehensive starting from systems, procedures, mechanisms and others.

Kristiansen (2006) argues that transparency is part of improving people's welfare, political power and social status.

The benefits of transparency according to Kristiansen (2006) are: 1) Increasing the responsibility of the state apparatus towards the people so that the supervision of the bureaucrats themselves will be effective; 2) Creating a guard system to prevent the monopoly of power by bureaucrats; 3) Minimizing corruption cases; 4) Building prime and efficient public services.

Commitment, integrity and quality of regional heads are at stake in applying transparency in its government. The role of regional heads is crucial since decentralization was implemented in Indonesia. Some regional leaders are corrupt, but some others are able to develop clean and free corruption, collusion and nepotism in Indonesia governance.

Corruption

Corruption according to WJS Poerwadarminta in the Great Indonesian Dictionary (1976) is a bad act, such as embezzlement of money, receipt of bribes and others.

The Corruption Perception Index (CPI) Indonesia defines corruption as an abuse of authority by officials for personal, family, friends or group interests.

Corruption impedes development because it is detrimental to the state and destroys the foundations of togetherness and betrays the ideals of the nation's struggle. Paolo (1995) in Kumorotomo (2014) corruption has a negative impact on the growth of the ratio of total investment to GDP.

There are some serious obstacles in handling corruption cases in Indonesia. Djoyosoekarto et al (2008) mentions structural barriers, cultural barriers, instrumental barriers and management barriers.

Another factor is the cause of rampant cases of corruption in Indonesia according to Kligoard (2005) due to power monopolies and powerful discretion. In other words, the stronger centralization, the dominant power, the implementation of weak rules and the absence of accountability to the public, is directly proportional to the speed of cases of state budget deviations.

Even in a city government in the West Java region according to Muhtarom (2016) the outbreak of corruption cases was triggered by weak communication functions and resource functions in the policy implementation process in the aspects of coordination and socialization. This means that local officials do not have comprehensive and integrated strategy capabilities.

Budget Festival

Festival according to Kaeppler (1987) is a means of communication to support development, regional empowerment and recognition of a cultural identity.

Festivals usually develop a special vision and mission by displaying social phenomena from an organization that is carried out regularly, aiming to build or support the acceleration of the development of an area based on local wisdom.

Getz (2008) stated that the festival's implementation aims to encourage regional development in all fields, improve the investment sector, become regional characteristics and strengthen the reputation of certain regions.

3. Research Methodology

Researchers are interested in examining the communication policies of the Batang Regent Yoyok Riyo Sudibyo in 2012-2017 by holding the 2014-2016 Budget Festival as part of the implementation of clean, accountable and participatory governance.

This innovation has not been carried out by other regional heads since Indonesia's independence.

Research for literature studies, documentation, and the event have also not been studied before.

This study uses a descriptive qualitative approach to find out social phenomena related to budget transparency at the level of local government spearheaded by Yoyok Riyo Sudibyo when leading Batang District..

Moleong (1999) suggests that qualitative research focuses on the results of descriptive data orally and in written form, as well as observations of individual behavior and activities.

This research was conducted in Batang District Government, Central Java by ent (2012-2017) Yoyok Riyo Sudibyo; 2) Regional Secretary of Batang District Governminter viewing a number of resource persons with purposive sampling, such as: 1) Batang Regent, Nasikhin; 3) Assistant I Secretary of the District Government of Batang, Retno Dwi Irianto; 4) Head of Regional Financial and Asset Management (Pengelolaan Keuangan dan Aset Daerah-DPPKAD) Batang District Government, Asri Hermawan; 5) Chairman of the Batang DPRD, Teguh Raharjo; 6) Chairperson of Batang Public Service Quality Improvement Unit (UPKP2), Abdul Wahid; 7) Section Head for Regional Budget Planning Region II Directorate General of Regional Ministry of Home Affairs, Shalia A. Jaya; 8) Deputy Coordinator of ICW, Ade Irawan; 9) Batang Regent, 2017-2022 period, Wihaji.

The data analysis stage is carried out by interpretive and triangulation of data based on the results of observations and in-depth interviews of predetermined research subjects. Interpretive analysis is used to find out the implementation of communication policies by Regent Yoyok Riyo Sudibyo through the 2014-2016 Budget Festival.

4. Result

a. Communication Policy Analysis

Communication policy is a strategic plan of an organization to achieve certain goals.

Communication policy has three elements as a rule that is practical and applicable, including: 1) The existence of legal products issued in certain communication policies, including Laws, Decrees, Regional Regulations, and others; 2) The existence of a legal structure that is committed to the proper application of communication policies; 3) The existence of a legal culture that accommodates people's reactions to the content and implementation of a communication policy (Topatimasang, 2000).

Regarding communication policy, Yoyok Riyo Sudibyo as the Batang regent by holding a Budget Festival and in its implementation was strengthened by the Regent's Decree for the committee team. The team involved various local organization coordinated

by Regional Asset and Financial Management Agency (*Badan Pengelola Keuangan dan Aset Daerah-BPKP*).

This decree regulates the duties and responsibilities of each local organization to succeed in the Budget Festival. The committee team is responsible to the Regent as the person in charge of the Budget Festival. In addition to being strengthened by the Bupati's Decree, the Batang Budget Festival is also part of the governance wheel in Batang District Government in line with the 2012-2017 Regional Medium Term Development Plan (*Rencana Pembangunan Jangka Menengah Daerah- RPJMD*).

The most important thing for the committee team is to accommodate the public response to the Budget Festival as a manifestation of the communication policy initiated by the Regent Yoyok.

Lasswell in Mulyana (2008) proposes five elements in the communication process, namely the source (communicator), message, channel or media used by the message provider, message recipient (communicant) and effects.

Starting from the Laswell Theory, Yoyok Riyo Sudibyo's Budget Festival communication policy as a communicator sparked the idea of opening up access to budget management in a comprehensive, open, dialogical and direct manner to the public. originally distributed leaflets, public meetings with community leaders, as the culmination of holding a Budget Festival.

Festivals generally involve fashion, music, art and culture in Indonesia. Budget festivals have never been held before. this festival displays the results of the use of the budget / Regional Government Budget (*Anggaran Pendapatan dan Belanja Daerah-APBD*) in its entirety, accompanied by an explanation (manual display) of various development programs that have been carried out, which are in progress to what will be done.

Communication policy messages to make transparency on the use of the APBD budget in the Batang Budget Festival. Communication comes from the ranks of the Batang District Government, the community, provincial council & municipal council, government institutions and anti-corruption NGOs. Effects that are expected to build public trust, close opportunities for corruption and become learning media for other regions.

The Batang Budget Festival Communication developed into one-way transactions. Barnlund in (Nimmo, 2005) suggests that communication is a process of transactions by individuals in creating and giving meaning to a particular goal. transactions usually occur in the exchange of ideas, knowledge and information in communication.

The Regent of Yoyok built a network with various parties with competence in the field of budget financial management to prevent and eradicate corruption in his ranks. He collaborated with the Corruption Eradication Commission, Transparency International Indonesia (TII), Indonesian Corruption Watch (ICW), the Indonesian Ombudsman, State Development Audit Agency (*Badan Pengawasan Keuangan dan Pembangunan*), the Indonesian Forum for Budget Transparency (FITRA), the Minister of Villages for the Development of Disadvantaged Regions and Transmigration, Surabaya Mayor Tri Rismaharini and others.

Transparency in government is an absolute matter to increase government accountability so that it can minimize corruption by bureaucrats, as well as a means to disseminate information about government performance. Cuceioniello (2012) revealed that in the community it is often still difficult to access public information.

Regent Yoyok Riyo Sudibyo said that the Batang Budget Festival was a series of the spirit of Bureaucracy Reformation to create good governance so that it could prevent and eliminate corruption cases, and be able to build and increase public trust. Corruption does not only destroy people's sense of social justice, but also affects sociological, political and economic aspects.

In addition to the Budget Festival, Yoyok also implemented e-government, auction positions, forming a Public Service Quality Improvement Unit (*Unit Peningkatan Kualitas Pelayanan Publik*). The basic objectives of the Budget Festival indirectly build the characteristics and identity of the area (city branding).

The following is an excerpt from the interview with Yoyok:

"I instructed all staff to the village head to be more open in using the budget so that the people could know directly. We hope that there will be a response and response from the people because previously we have opened up opportunities for the people to participate since the beginning of development which was initiated through a Development Plan Meeting (*Musyawah Rencana Pembangunan*) from various levels. The active role of the people in giving suggestions, input to criticism so that good governance is realized. "

Good governance is decision making by officials or bureaucrats in a democratic, transparent, accountable and right manner (Abdullah, 2002). Masduki (2002) argues that good governance is the harmony of the principle of the relationship between the community and the state, the state and society. It is natural that every public policy involves the public, the private sector and other related parties.

b. Weber's Bureaucratic Theory

Weber's organization is a system of interpersonal activities, containing specific goals and designed to coordinate individual tasks. The organization is a bureaucracy.

There are three main things in the bureaucracy, namely authority, specialization and regulation. Bureaucracy will not be optimal if it is not supported by these three aspects.

a) Authority: as the regent of Batang (2012-2017), Yoyok innovates to account for the use of APBD to its people directly, openly and dialogically;

b) Specialization: Yoyok issues a decree for the assistant team responsible to him. This annual event is coordinated by regional financial and asset management agency (*Badan Pendapatan Pengelolaan Keuangan dan Aset Daerah –BPPKAD*);

c) Regulation: Yoyok issues a Regent's decree to make the Budget Festival a success, which must be carried out by relevant work units starting from the the local organization.

5. Conclusions

1. Yoyok Riyo Sudibyو implemented the communication policy by holding the 2014-2016 Budget Festival to show the use of APBD directly, openly and dialogically through dozens of booths to the public at the regent's office pavilion.

2. Innovation of the Budget Festival is also a strategic policy with the aim of preventing and eradicating the deviations of the APBD within the regional government to the village level. Considering that the previous regent was caught in a corruption case with state money. The Budget Festival is an instrument and strategy by Yoyok in the spirit of bureaucratic reform and good governance especially to prevent corruption cases in its ranks. In addition, the implementation of integrated e-government includes auctioning positions, UPKP2 and establishing Information Management and Documentation Officer (*Pejabat Pengelola Informasi dan Dokumentasi –PPID*).

3. Associated with Weber's Bureaucracy theory, authority, specialization and rules, Yoyok as the authority holder ordered his staff to hold a Budget Festival through specialization with the coordination of the Head of BPPKAD. he issued a regulation in the form of a Decree for the Budget Festival committee with the regent's knowledge.

4. This Budget Festival received appreciation from the public, government, Ombudsman, anti-corruption institutions such as the Corruption Eradication Commission (KPK), Indonesia Corruption Watch (ICW), Transparency International Indonesia (TII)

and won the Bung Hatta Anti Corruption Award 2015. As well as inspiring some Regency governments in Indonesia such as Karanganyar Regency held similar activities in 2016 and 2017. Also the Ministry of Finance went through the 'Open APBN Data' event.

5. Transparency through the Batang Budget Festival is closely related to the development of regional identity and strengthening regional development in the era of globalization.

6. The community are enthusiastic about welcoming the Budget Festival because they are able to find out directly about the use of the budget and criticize it if there are discrepancies in the field so they can build community participation. On the other hand, officials in the Batang regency government no longer dare to corruption because the community directly monitors the use of the budget in development programs.

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