



Patterns of Perception in Policy Formulation: Content and Trust in Compilation of the 2020 Revised APBD Draft in Makassar City

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ABSTRACT

The pattern of perception is the result of the perception of individual actors which can develop through interactions between actors in the process of formulating public policies. The formulation of the APBD change consists of actors who have the interests of both the government and the legislature to reach an agreement. The purpose of this research is to find out the pattern of perceptions between actors in the formulation of the 2020 Revised APBD in Makassar City. The research method used is a descriptive qualitative model that seeks to explain phenomena in depth through interviews, observations, and field documentation. The technique of analyzing data from research results is carried out through data triangulation so that the data obtained can be relevant to existing concepts. The results of the study show that the perception pattern in the formulation of the Makassar City APBD draft among the actors involved has various perceptions which causes no agreement between the actors. This can be seen from two main aspects, namely content and level of trust. the substance of the draft APBD The proposed changes are considered not fully oriented towards the public interest and are considered to have unclear aims and objectives. The lack of clarity on the objectives of the activities to be carried out in the proposed revised APBD has not been able to create a good level of trust for all actors, especially for the legislative group. So in conclusion it is necessary to discuss the budget which focuses on issues that are oriented to the public interest.

ABSTRAK

Pola persepsi merupakan hasil persepsi aktor individu yang dapat berkembang melalui interaksi antar aktor dalam proses perumusan kebijakan publik. Perumusan APBD perubahan terdiri dari para aktor yang memiliki kepentingan baik pemerintah dan legislatif untuk mencapai kesepakatan. Tujuan penelitian ini adalah maupun mengetahui bagaimana pola persepsi antar aktor dalam perumusan Rancangan APBD perubahan tahun 2020 di Kota Makassar. Metode penelitian yang digunakan adalah model kualitatif deskriptif yang berupaya menjelaskan fenomena secara mendalam melalui wawancara, observasi, dan dokumentasi lapangan. Teknik analisis data hasil penelitian dilakukan melalui triangulasi data agar supaya data yang diperoleh dapat relevan dengan konsep yang ada. Hasil penelitian menunjukkan pola persepsi pada perumusan Rancangan APBD Kota Makassar antar aktor yang terlibat memiliki beragam persepsi yang menyebabkan tidak terjadinya kesepakatan antar para aktor. Hal ini terlihat dari dua aspek utama yaitu konten dan tingkat kepercayaan. substansi dari Rancangan APBD Perubahan yang ditawarkan dianggap belum sepenuhnya berorientasi pada kepentingan publik dan dianggap belum jelas maksud dan tujuannya. ketidakjelasan tujuan dari aktivitas yang akan diselenggarakan dalam usulan Rancangan APBD perubahan tersebut belum mampu menciptakan tingkat kepercayaan yang baik bagi semua aktor utamanya bagi kelompok legislative. Sehingga pada kesimpulannya diperlukan pembahasan anggarannya yang memfokuskan isu yang berorientasi pada kepentingan publik. Dengan demikian, kepercayaan akan dapat tercipta diantar para pihak jika tidak didasari oleh tendensi pribadi atau kelompok namun mengedepankan kepentingan bersama atau public interest.

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I. INTRODUCTION

The importance of discussing concepts, theories and applications regarding public policy is often the main goal of a series of scientific activities in public administration (Alexander, 2021). Public policy is the result of efforts made by the government to change aspects of their own behavior or social groups to carry out a goal or end consisting of several (usually complex) regulations to achieve the goals of a policy (Howlett, 2014). The public policy dimension which consists of policy substance, policy process, and policy context is the basis for actors to develop a model to be followed in adjusting the public agenda. The policy process as the main dimension, of course, is the most important dimension in determining the success of a government policy. Where, one of the stages of the public policy process is the formulation process.

The policy formulation process includes trying to look at as many areas as possible that are affected by the policy, in order to reduce the possibility that a policy will have an undesired impact). (Barthwal & Sah, 2008). Good public policy will start with policy formulation that focuses on issues that are considered important to be resolved. A good policy formulation must be able to provide predictions of the impact or implications when a policy is implemented. The inherent political nature of the policy formulation process shows how governments seek to protect their interests and the interests of their own constituents rather than presenting a challenge to achieve public policy alignment. A strong network of actors, including non-state actors, can use a variety of strategies to influence the policy formulation process (Bertscher et al., 2018). The activity that is very synonymous with the policy formulation process is the preparation of the regional revamped budget draft or RAPBD and one of the interesting areas to pay attention to is the preparation of the 2020 Makassar City revamped RAPBD.

The preparation of the RAPBD in Makassar City shows that each stage in the discussion of the RAPBD has its own dynamics. In its implementation, a new phenomenon emerged that occurred in the interaction between the Executive (Regional Government) and the Legislature (DPRD) in the formulation of the RAPBD policy in Makassar City. The discussion on the 2020 Makassar City Revised RAPBD, which actually contained a number of programs, did not meet agreement from the actors in its formulation or it can be said that there was a deadlock on the agenda. The absence of an understanding in the RAPBD resulted in the DPRD not ratifying the RAPBD. In the local government of Makassar City, this phenomenon is something that has just happened. Despite the tough discussion regarding the tug-of-war of interests between actors, (Seconds, 2020). In this phenomenon, of course, it indicates that a good pattern of perception has not been established between actors in the policy formulation process for the Makassar City APBD.

The pattern of perception in policy formulation is identical to how the perspective and understanding of the actors involved in a policy formulation are related to the issues and substance of the policy. Perception patterns can be assumed that actors act based on their perceptions, which contain different understandings of the content (nature of the problem, desired solution, and so on) as well as the beliefs held by each actor (Klijn et al., 2016). Content and beliefs which are the main values in the analysis of perception patterns between actors in each policy formulation activity, have not received much attention for research. Thus, based on the phenomena that occur and the

importance of knowing the perceptions that have been built, this study aims to analyze the perception patterns of actors in policy formulation, especially in the drafting of the 2020 revised regional expenditure budget (APBD) in Makassar City.

(Fischer & Miller, 2017) reveal that the policy formulation stage involves identifying and/or knitting a set of alternative policies to address a problem; and narrow the set of solutions in preparation for the final policy determination. At this stage, policy makers must develop objectives and tools to solve problems and balance alternatives in order to make specific recommendations for policy implementation (Jann & Wegrich, 2007). Policy formulation refers to the process of generating choices about what to do about publicly recognized issues. In this policy-making phase, options that might help resolve issues and issues that arise from the agenda-setting process are identified, refined, and formalized (Howlett et al., 2020).

As Charles Jones has observed (Jones, 1970), a distinguishing characteristic of policy formulation is that of the ways it is proposed to address the perceived needs of society. Once the government has recognized the existence of a public problem and the need to do something about it. That is, once it is on the government's formal agenda, policy makers must decide to ignore it or take certain steps or action to deal with it. In all cases, the main job of policy formulation is to narrow the range of all possible options that are available and that are likely to be accepted by decision makers. (Jones, 1970) describes some of the other general characteristics of policy formulation, including the following: Formulation need not be limited to one set of actors. Thus, there may be two or more formulation groups producing competing or complementary proposals; Formulation may proceed without a clear definition of the problem, or without the formulator having extensive contact with the affected group; There is no necessary coincidence between the formulation and a particular organization, even though it is an activity that is often carried out by bureaucratic institutions; Formulation and reformulation can occur over a long period of time without ever providing sufficient support to act on a single proposal; Often there are several points of comparison for those who lose out on one component point of the formulation process; The process itself never has a neutral effect. There are winners and there are losers and even losers in the workings of science.

Policy actors often have the opportunity to provide formal feedback on recommended options, but can also lobby or engage in less formal types of activities to express their views and shape policy. Some actors advocating alternative options may come to join the consensus simply so they can stay connected to official policy development efforts (Howlett et al., 2020). Boundaries that cause policy actors to reject certain types of options need not be based on facts (Merton, 1948). If a large number of influential actors in the policy subsystem believe that something is unworkable or unacceptable, this is often sufficient to exclude it from further consideration in the policy process, regardless of its technical merits (Carlsson, 2000).

In public policy, the understanding of policy actors can also be characterized by certain patterns of perception. Actors act based on their perceptions, which contain different understandings of content (nature of problem, desired solution, and so on) and of other actors (e.g., actor's strengths and competencies) (Klijn et al., 2016). This understanding is created through the experiences and interactions of actors with each other. As a result of intensive interaction, actors come to share certain perceptions or their perceptions meet. Various theories emphasize the phenomenon of shared perception and this meeting point (Termeer and Kopenjan 1997). (Sabatier, 1988) talk about the policy belief system. Networks are thus distinguishable from one another in terms of the degree to which actors share certain perceptions. The convergence of perceptions in actor networks has advantages and disadvantages. The more similar the actor's perceptions are - they can never be completely homogeneous - the easier it is to reach consensus in a complex game (Klijan et al. 2015).

This is basically also stated in various literature on policy communities, but at the same time, it will be more difficult for other actors, with different opinions to access the substance of the policy. Moreover, increased convergence of perceptions between actors can lead to groupthink (Janis 1982), a situation in which a lack of differences of opinion will result in too few opposing opinions, and

people will only consider a limited number of options. for solutions. One of the most important patterns in actor perceptions is the trust actors have in other actors (Klijn et al., 2016). Trust is considered as a (stable) perception of the intentions of other actors. An actor's trust means the expectation that other actors will refrain from opportunistic behavior even when the opportunity exists for that behavior. When the trust is mutual, a network pattern of actors with strong or weak trust relationships can emerge. Usually, trust doesn't just exist there but develops over time by ongoing interactions, (Klijn et al., 2016).

II. RESEARCH METHOD

This type of research is a qualitative research with a case study approach. Case study research is research conducted through in-depth exploration of programs, events, processes, activities, against one or more people (Sugiyono, 2016). This research was conducted in Makassar City because there were a series of interesting cases related to the formulation of the Revised APBD draft for the 2020 fiscal year. The research subjects who were also key informants were the actors involved in the formulation of the policy, namely from the government and the legislature. Government or executive elements are members of the Makassar City regional government budget team (TAPD), which consists of: Regional Secretary, Assistant for financial administration, Head of Regional Planning and Development Agency, Head of Regional Revenue Agency, Head of Regional Financial and Asset Management Agency, as well as other elements related elements in TAPD Makassar city. Other actors from the legislative group are all DPRD members who are members of the Makassar City DPRD Budget Agency.

The researcher is an instrument in this study that functions as the main data collection tool. Data testing is focused on secondary data and primary data. Primary data is data obtained through direct observation and interviews with research subjects. Secondary data was obtained from documentation and other documents related to the formulation of the Revised APBD Draft for the 2020 fiscal year in Makassar City. Data Collection Techniques include: Observation, the form of observation that researchers conducted in this study included making observations in discussing the revised APBD draft for the 2020 fiscal year in Makassar City; Interviews in this study used open questions, but there are boundaries and flow of conversation and there are interview guidelines that are used as controls to lead to increasingly widening questions; Documentation is a secondary data collection technique that comes from various sources, both personally and institutionally (Sanusi, 2011).

In this study, researchers used documentation media in the form of secondary and primary data in a series of activities in each stage of the formulation process for the 2020 Revised APBD draft for Makassar City; This documentation was obtained from both government organizations that are members of the Makassar City TAPD and the Makassar City DPRD Office Secretariat, as well as several other instruments involved in the activity. Triangulation techniques and data analysis techniques using data analysis techniques from (Miles & Huberman, 1994) to check the validity of the data in this study via.

III. RESULT AND DISCUSSION

In a network perspective, perception patterns can also be used to measure the activities of actors in formulating policies. Perception patterns themselves according to (Klijn & Koppenjan, 2016) the understanding of policy actors acting on their perceptions, which includes different understandings of the content (nature of the problem, desired solution, etc.) and the level of trust among the actors involved. In this case, the complexity arising from the activities of the actors in the formulation of the Makassar City Revised 2020 APBD will focus on the content and trust or level of trust that arises from these actors.

Contentin the Formulation of the Revised APBD for the 2020 Fiscal Year

In the concept of perceptual patterns offered by Erick Hasn Klijn and Joop Koppenjan (Klijn & Koppenjan, 2016)(2016), content is assumed to be the nature of the problem as well as the desired solution. In a policy context, policy content consists of a list of choices of decisions about public affairs (including decisions to do nothing) made by government agencies and officials. The content of a policy responds to various public issues (public issues) covering various areas of life, from defence, security, energy, health, education, welfare, and others (Dunns, 2013).

From the findings in the field, the policy content in preparing the 2020 Revised APBD for Makassar City contains program plans to be budgeted for. The main content that became the problem in the discussion was the government budget allocated for handling COVID which forced the Makassar City Government to carry out budget arrangements or budget refocusing. This then raises questions for the DPRD about how the problems are faced and what alternative policies are pursued through this refocusing. However, the government of Makassar City has not been able to describe in detail the direction of the program's policies and the reasons for the allocation of each budget.

Policy content related to technical and institutional (Buse, Walt and Gilson, 2005). An example of a technical aspect is the COVID phenomenon which has become a pandemic in Indonesia and throughout the world. The institutional aspect is public and private organizations. Policy content has four levels in its operation, namely: first, systemic or comprehensive where the basis of objectives and principles is decided. second, programmatic are priorities in the form of tools for intervention and can be translated into implementation guidelines for health services. third, the organization which is focused on the structure of the institution responsible for policy implementation. fourth, Instruments that focus on obtaining information to improve the function of the system

Trust in Formulating the 2020 FY 2020 Revised APBD Draft

Trust is considered as the perception of goodwill from other actors. trust as 'a psychological state consisting of an intention to accept vulnerability based on positive expectations of the intentions or behavior of another person (Rousseau et al., 1998). This relates to most of the observations made in contract theory where trust is defined as a situation in which an actor believes that another actor will refrain from opportunistic behavior even when the opportunity for it occurs (Lysons & Mehta, 1997). Trust involves expectations about the intentions of other actors and entails expectations that other actors will respect the interests of actors who 'trust' each other (Klijn et al., 2016).

In the case of discussing the 2020 Makassar City Revised Blood Revenue Expenditure Budget (APBD) draft there has not been trust between actors from both parties, both from government groups who are members of the Makassar City Regional Government Budget Team or TAPD and from the Makassar City DPRD Budget Agency. affiliated with several commissions. Distrust arises because it is caused by several things: First, due to delays in the budget documents provided by the government for discussion in the budget meeting with the Makassar City DPRD; Second, there has been no review from the Makassar City Inspectorate from the start regarding what will be budgeted for in the 2020 Makassar City Revised APBD; Third, related to data on the use of the COVID budget, the details of which and their utilization have not been received partially. The Makassar City DPRD considers that the Draft Amendment Budget proposed by the City Government of Makassar tends to be tendentious without considering the impact and benefits for the public. The government is also seen as taking advantage of the COVID-19 situation as a platform to streamline local spending whose allocation ignores the values of effectiveness, efficiency and accountability.

Thus, we can define trust as 'the expectation of actor A or the DPRD Kota Makassar that other actors or the Government will distance themselves from opportunistic behavior when the opportunity arises' (KLIJN et al., 2010). This concerns the hope of the DPRD that other actors or the Makassar City Government will consider common interests. Trust as a stable perception does not have to be reciprocal. However, it is unlikely that non-reciprocal expectations and resulting behavior patterns can be maintained for long. In general, it can be said that trust must have a rational and altruistic basis (Zucker, 1986); (Fukuyama, 1995)); (Lysons & Mehta, 1997); (Lane & Bachmann, 1998).

IV. CONCLUSION

Public policy formulation which is the main agenda of the public policy process itself certainly requires many supporting instruments to achieve policy perfection in fulfilling the resolution of public problems. The perspective of the pattern of perception used in the context of policy formulation in the preparation of the 2020 Regional Expenditure Budget (APBD) plan for the City of Makassar refers to two aspects, namely the content of the policy and the level of trust of the actors involved in the activity. So, in the end this study concluded two things: first, from the aspect of policy content, the government has not been able to describe in detail and comprehensively the government's budget refocusing plan to deal with the COVID conditions.

Second, from the aspect of trust or the level of trust between the actors has not been well established. The DPRD as an actor in the formulation of policies considers the government is taking advantage of the COVID situation as a platform to streamline local spending whose allocation ignores the values of effectiveness, efficiency and accountability. Because, in general, it can be said that trust must have a rational and altruistic basis. On that basis, the actors involved in the policy formulation process must fully understand the policy issues to be intervened in order to find a solution. Determining a good issue is the main substance of a policy that will create trust not only for the actors involved, but also bring trust from the public as a whole.

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