



# Government Communication Patterns in Ambon City Budget Policy



**Pahrul Idham Kaliky<sup>a</sup>, Marno Wance<sup>b</sup>, Herizal<sup>c</sup>**

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## Corresponding Author <sup>a</sup>



## Keywords

*budget;  
executive-legislative;  
government  
communications;  
legislative body;  
planning;*

## Abstract

The purpose of this research was to understand the pattern of government communication in budget planning in Ambon City. The formal government communication pattern is about the planning mechanism between the executive and legislative bodies, while the informal form of communication is bargaining, negotiating, and lobbying for community interests through institutional communication channels. We have chosen a qualitative method with a case study approach to government communication patterns in planning local budgets in Ambon City. The results we find that in the government communication model in regional budget planning; There were two forms of informal and formal communication channels. The formulation of the normal channel is the dynamics of conflict, a compromise that occurs in the executive and legislative branches at the KUA-PPAS stage. The form of informal channels was government communication through matching work programs and the results of the recess in each legislative electoral district, and the agreement stated at the KUA-PPAS stage and the views of the factions in the legislative body.

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<sup>a</sup> Universitas Pattimura, Maluku, Indonesia  
<sup>b</sup> Universitas Pattimura, Maluku, Indonesia  
<sup>c</sup> Universitas Syiah Kuala, Maluku, Indonesia

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## 1 Introduction

The process of discussing, drafting, completing, and enacting regional regulations on APBD is a political communication process that occupies a strategic position and even becomes the lifeblood of a political process (Muslim, 2002). More firmly, Nurudin (2004), explains that politics without communication will affect political performance so that the infrastructure and superstructure components become disconnected, making the mechanism less dynamic. Cangara (2009), states that without proper communication, there will be no cooperation. Likewise, communication in politics. Therefore, effective political communication will assure activities to convey information about ideas and ideas from work program planning to the policies of the organization's leadership to create an understanding, attitudes, and behavior in supporting and succeeding it both internally and with parties outside the organization. Political communication, according to Muslim (2002), states that political communication is examining the behavior and activities of communication that are political and affect the political behavior of others to open insights or ways of thinking, attitudes, and behavior of the target audience political. Explains that pure political communication discusses the allocation of public resources that have power and economic values, both executive and legislative so that they have the authority and power in making laws and regulations in the form of sanctions, gifts, or fines. Here it is clear that political communication is a communication process that has implications or consequences for political activity.

Stein (2009), said that the practice of formulating, stipulating, and realizing the budget, especially in local governments, currently seems to have the same bad experiences in almost all regions so that it experiences a distrust effect from the community. Based on data (Seknas Fitra, 2010) in one of the websites, it is known that 68.24% of the local regulations on APBD for 2009 were 68.24% or 348 regions were determined in the period January 1-March 31. The second position was 23.14% or 118 districts that have determined APBD according to schedule, and 44 districts or 8.63% have done their APBD beyond March 31. Tuanaya et al. (2020), said the problems in legislative-executive political communication caused a vision channeled in conducting program communications between the two institutions. Wance & Suranto (2017), concluded that there were three patterns of interaction (accommodation, domination, compromise), but among the three models of communication in discussing budget policies, it found that there was a more dominant process, namely political communication (Wance, 2019).

Ambon City is one of the regions classified as experiencing delays in preparing the APBD, especially for the 2010-2011 years and in the 2014-2019 fiscal year. The APBD in these budget years is passed between 1 January - 31 March. This condition is related to the Regulation of the Minister of Home Affairs (Permendagri) Number 13 of 2006, which states that the Regional Revenue and Expenditure Budget (APBD) is the basis for regional financial management in one fiscal year and is set at the latest one month before the fiscal year concerned. The deadline for determining the APBD should be a reference for every region, including Ambon City. Besides, at the start of the current Ambon mayor and deputy mayor administration, the Ambon City APBD in the first and second years of his administration experienced a deficit of 13 billion to 23 billion (Interview with the Deputy Chairperson of the Ambon City DPRD, 2019).

## 2 Materials and Methods

This research used a case study approach. According to Stake (1995), in an article in the journal "Educational Researcher" entitled The Case Study Method in Social Inquiry, he argues that case studies are a research method most often used in social research because epistemologically it can run in harmony with the personal experience of its readers that guide it. on a natural basis for generalization. According to Miles & Huberman (1994), with data analysis activity steps, namely data collection, data reduction, data presentation, data verification, and conclusions. The conclusions put forward are still provisional, and change if the evidence is found to support them at the next data collection stage. However, the result put further at the initial stage, supported by strong, valid, and consistent data when the researcher is in the field, the conclusions put further

are credible findings (Sugiyono, 2007). The result in qualitative research that is expected is new findings that have never existed before.

### 3 Results and Discussions

#### *Government Communication on Ambon City Budget Policy*

van de Ven & Mason (1976), believed that coordinating the actions of two or more individuals towards achieving common goals is a problem for every organizational unit. Only by using effective and coordinative communication can an understanding be reached (Koehler et al., 1981). It seems reasonable to Sandvik & Sypher (2009), one of the forces that hinder organizational effectiveness is the lack of effective communication. For this reason, Cangara (2009), explains that political communication is an interdisciplinary study built by various disciplines, especially in the relationship between the communication process and the political process. Process and support (aspirations and interests) to the central processing of the political system, and the results of the process are streamed back through political communication and then become feedback for the political system (Alfian, 1993). It means that communication as a political process is a non-stop activity Nurudin (2004), dynamic and, its supporting elements are active. According to Alfian (1993), if communication runs smoothly, naturally, and healthily, the political system will achieve a high level of responsive quality to the development of the aspirations and interests of the community according to the changes in recent progress. Wance & Suranto (2017), said that the pattern of relations between the regional government (executive) and the DPRD (Legislative) is that coordination between institutions is needed, increased innovation of the SKPD and the Budget Agency in preparing work programs in each SKPD and being able to formulate all proposals through deliberation and period recess conducted by the legislature.

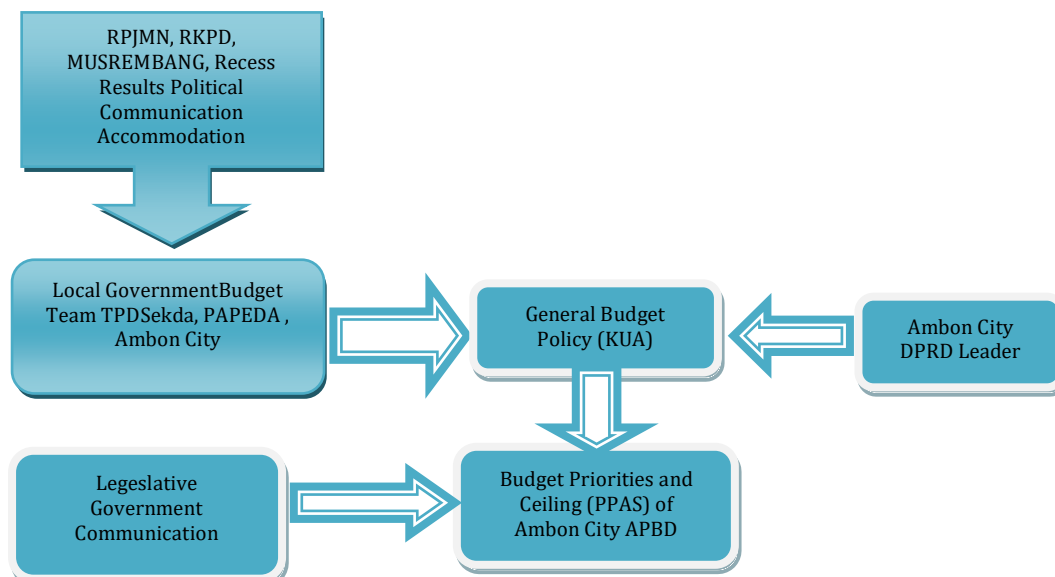


Figure 1. Political Communication Process at KUA-PPAS Ambon City legislative government communications  
Source: Field Analysis Results, 2019

The table above the General Budget policy (KUA) and the priorities and ceiling of the Ambon City budget that have been determined are the basis for the local government to take the next steps, namely the stage of the Draft Regional Revenue and Expenditure Budget (RAPBD) which is the domain of the district government in this is the Regional Government Budget Team (TPAD). So that refers to the KUA-PPAS memorandum of understanding, the Ambon City TAPD institutionally prepares a circular draft to the local government regarding the guidelines for drafting the RKA-SKPD as the basis of reference to the Ambon City SKPD in compiling the RKA-SKPD. After the RKA-SKPD is assessed and evaluated by the Regional Government Budget

(TPAD) team, then a draft on the APBD and a Draft Regional Head Regulation concerning the elaboration of the Ambon City APBD is drawn up.

Stanovich et al. (2016), suggested that the government communication in Public Administration Studies In addition to having the meaning of how the government carries out political, economic, and administrative functions, it also contains elements of democracy, transparency, rule of law, participation, and partnerships in carrying out these functions (Azikin, 2015). According to Dunn (2015), public administration functions to achieve program objectives determined by political policymakers. The basic concept of administration is all that is achieved by the government or done following the policy choices promised during the election campaign (Keban, 2004). From a governance perspective, according to Dwiyanto (2004), public administration is defined as the process of using administrative, political, and economic power. It is needed to solve public problems. McCurdy (1986), explains that in sunn public administration is a process concerned with carrying out public policies, encompassing innumerable skills and techniques large numbers of people, globally public administration is a process that is concerned with the implementation of government policies, direction of implementation skills and techniques. - countless techniques, giving direction, and purpose to the efforts of some people (O'Flynn, 2005).

According to Malarangeng (2001), to build an ideal pattern of relationship between the Legislative and the Executive is the sense that the creation of a balance between the two institutions is very dependent on the political system being built. This phenomenon is even interesting when the reform era, there is a reverse flow of relations between the Legislative and the Regional Executive (Abdullah, 2000; Willett & Page, 1996; Nilsson, 1995; De Romario et al., 2019). The process of stipulation and ratification begins with "persuasion" and "bargaining" activities. Persuasion by Anderson (2006), is defined as "attempts to convince others of the correctness of value of one's position, and they cause them to adopt it as their own".

The communication pattern can be interpreted by Djamarah (2004); Aslan (2019), as a form of relationship between two or more people in the process of sending and receiving the right way the message is understood. Patterns oriented towards concepts with different directions of the communicative" (Ratnawati & Sunarto, 2006). Burgoon et al. (1994), say that" communication patterns or relationships can be characterized by complementary or symmetrical. In a complementary relationship, one form of dominant behavior from one participant leads to submissive behavior and another. Communication is a social process in which individuals use symbols to create and interpret meaning in their environment. Abdullah (2000), states that horizontal communication is known as lateral or cross-communication and is the strong flow and understanding in communicative because it focuses on task coordination, problem-solving, information sharing, and conflict resolution. Many messages will flow across all lines/lines without going through any filtering.

Table 1  
Summary of findings of government communications on budget policy

Research Focus	Ideal Condition	Findings	Synthesis
Government Communication in Ambon City Budget Policy	horizontal communication is known as lateral or cross-communication and is the strongest flow and understanding of communication. Because it focuses on coordinating tasks, problem-solving, information sharing, and conflict resolution. Many messages will flow on all fronts without going through any filtering.	Horizontal communication can also occur formally, for example during discussion or discussion of problems faced by the government by involving an equal element of Agency / Agency leadership, and the leader of the discussion is led by the head of the Agency / Agency who is also at the same level as the participants with the aim that is, the intention is to coordinate tasks, solve problems, share information, and resolve conflicts.	Horizontal communication is very important and determines to coordinate tasks, solve problems, share information, and resolve conflicts to resolve tasks responsible budgeting according to the agreed cycle or schedule.

Source: Field Analysis Results, 2019 Government Communications in the form of Commission

Meetings, Budget Committee Meetings, and Plenary Sessions. The public sector budget is an instrument of accountability for the management of stated funds and the implementation of programs financed by public money. The fund is a managerial plan for action to facilitate the achievement of organizational goals. (Mardiasmo, 2002). Wiryanto (2004), said communication is an exchange of thought between units in an organization in a hierarchical relationship that is interconnected with one another. Negotiation et the literal sense is negotiation or negotiation. Negotiation is reciprocal communication designed to achieve common goals. In the Indonesian dictionary, negotiation is a process of obtaining something that at that moment does not belong to us. The concept of win-win negotiation is not always based on ethical considerations. The communication built by these two organizations in the process of determining the APBD is a cooperative process, which obliges these two organizations (sender and receiver) to be equally responsible for the impact and effectiveness of the communication that occurs, so it emphasized that the communication model that occurs is transactional communication (Komala, 2009; Androutopoulou et al., 2019; Gregory, 2012). The various barriers to organizational communication effectiveness.

According to Robbins & Judge (2008), include (1) filtering, (2) selective perception, (3) emotions, and (4) language. According to Robbins (2002), communication barriers consist of (1) personal barriers, (2) physical barriers, (3) semantic barriers. According to Gibson (2016), states that barriers to effective communication occur because of (1) frame of reference, (2) selective listening, (3) value breakdown, (4) source credibility, (5) semantic problems, (6) ) filtering, (7) group language, (8) status differences, (9) time pressure, and (10) load feasibility of communication. On the other hand, according to Fathoni (2019), that the factors that affect the smoothness and obstacles that occur due to communication include: 1) Knowledge Factors, 2) Experience Factors, 3) Intelligence Factors, 4) Personality Factors and 5) Biological Factors. Knowledge is usually acquired through education, and it describes as a product or result of the implementation of education. Therefore, the determination of the APBD, the executive, and the legislature is expected to be able to communicate with various levels of knowledge. Thus, these two organizations are required to have sufficient communication of planning and budgeting problems for programs and activities and have the ability to know the provisions of regulations governing time limits for APBD discussion and determination. It is because, with adequate knowledge, it will be easier for both parties to have the same interpretation of the RAPBD document as a message that will be discussed and determined in the common interest of all local communities (Luthans, 1992).

Horizontal communication is the occurrence of communication that takes place between colleagues have an equal level, and usually takes place informally. However, according to the authors, the horizontal form of communication can also occur formally. For example, during the discussion of problems faced by the government involving an equal element of Agency / Agency leadership, and the leader of the discussion is led by the Head of the Service / Agency who is also at the same level. with participants having the same goal, namely to coordinate tasks, solve problems, share information, and resolve conflicts.

## 4 Conclusion

The government communication pattern goes through stages through deliberations to ensure work programs prepared from village to regional levels. Meanwhile, the legislature goes through the recess phase, which is carried out in the electoral district. Government communication between the executive and the legislature on budget policies is contained in the KUA-PPAS document before being proposed by the executive to the legislature, which consists of the main ideas of the executive-legislative institution for a one-year working period. In the RKA-SKPD stage, the executive must take advantage of the institutional internal communication space through the Regional Government Budget Team (TPAD) to synchronize programs owned by the Regional Work Units (SKPD). Meanwhile, the legislature, using the APBD plenary process through formal and informal channels, is optimized to synchronize programs carried out through the legislative rest period. The deliberation process by the DPRD Budget Agency (Banggar) as a budget institutional laboratory in the legislature must complete budget planning according to the specified schedule.

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### Biography of Authors

	PahrulIdhamKaliky, Lecturer in Communication Science Study Program, Faculty of Social and Political Sciences, Pattimura University, Indonesia <i>Email: <a href="mailto:unpatti.kaliky@gmail.com">unpatti.kaliky@gmail.com</a></i>
	MarnoWance, Lecturer in Government Science, Faculty of Social and Political Sciences (FISIP), Pattimura University, Indonesia <i>Email: <a href="mailto:marno.wance@fisip.unpatti.ac.id">marno.wance@fisip.unpatti.ac.id</a></i>
	Herizal, Lecturer in Government Science, Faculty of Social and Political Sciences (FISIP), Syiah Kuala University, Indonesia <i>Email: <a href="mailto:herizal@fisip.unsyiah.ac.id">herizal@fisip.unsyiah.ac.id</a></i>