

## Process of Development Planning Consensus (*Musrenbang*) As A Means of Communication in Decision-Making in Siniu Subdistrict Parigi Moutong Regency

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### Abstract

The function of *Musrenbang* in development as a means of communication of society to participate in decision-making applies in Siniu Subdistrict, Parigi Moutong Regency. The purposes of the research are, first, to explain and analyze how the process of *Musrenbang* become as a means of communication in the village administrative in delivering a suggestion; and third, to know and explain whether the decision-making has been re-communicated first before it goes back to the community. This research uses descriptive qualitative with data collection method through interviews and observations. The research results are: (1) the implementation of *Musrenbang* as a means of communication in its practice is only a formality starting from the Hamlet, Village, Subdistrict to Regency even though in its implementation is in accordance with the applicable regulations. It is proved by the absence of Regional Medium-Term Development Plan (RPJM) as the result of *Musrenbang*'s implementation; (2) The implementation of *Musrenbang* in Siniu Subdistrict only become as a means of communication between the village administrative which only provides and accommodates the needs of society's priority suggestions. However, the suggestion does not being delivered properly to the Regency Government. (3) The absence of re-communication made by the sub-district's representative upon the achieved results on the society. It makes the society do not understand about the realization of the implemented development. So that *Musrenbang* is only a medium that accommodates only the society's aspiration via communication and does not being involved in the decision-making process.

**Keywords:** Communication, *Musrenbang*, Decision-making

### INTRODUCTION\*

The main function of communication in national development is a driver of democratization change, especially in expressing aspiration in public places by focusing on the needs of society, giving the opportunity to speak, and participating in decision-making process [1]. The communication activities give the society taking part actively in compiling program up to the decision-making process which involves all parties.

According to [2], the function of communication in the context of organization is a mechanism in gaining the supporter and participation of society in the implementation

of development planning. Therefore, the government always needs to consider the

used strategy in delivering the message in order to get the effect as expected. The communication experts in the developing countries have high consideration toward the communication strategies on the development. They argue that the communication in development planning depends on the used communication strategies. Therefore, communication has two functions namely, first, social function which has purpose in establishing social relation between human beings, building and maintaining personal relation within the group; and second, communication serves as a decision-making that is to way to decide what should do.

Those communication activities, however, will eventually bring the society going to democratization development process through the implementation of *Musrenbang* which it is applied in Siniu Subdistrict, Parigi Moutong Regency. The implementation of *Musrenbang* is a means of

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communication between local society and local government.

In the development process, the function of communication is very important for all stakeholders in mobilizing the society. The communication becomes one of the factors that determines the success of development, especially in social development. The role of social communication is used for development activities through society participation approach and cooperation between the stakeholders [2].

In public places, Musrenbang activities in the village are designated for the society to participate in the development planning process. One of these decisions during Musrenbang activities in the village is still considered less good and has not place for society to supervise or control the suggestions delivered by themselves. It is shown that the lack of achievement Musrenbang objectives based on the agreement and needs of society. The implementation of Musrenbang is less effective which can be seen from the less participation results of proposed suggestions in *Musrenbangkel* (Village's Development Planning Consensus) in Siniu Subdistrict, Parigi Moutong Regency.

So, researcher interests in conducting research on the Process of Development Planning Consensus as Means of Communication in Decision-Making in Siniu Subdistrict, Parigi Moutong Regency.

#### **PROBLEMS OF THE STUDY**

1. How does the role of communication play in implementation of Musrenbang in Siniu Subdistrict, Parigi Moutong Regency?
2. Does the Musrenbang process in Siniu Subdistrict become as a means of communication for the village administrative in delivering the villages' priority suggestions?
3. Does the development planning program that has been decided by the Head of Subdistrict through Subdistrict's Musrenbang being re-communicated to the society?

#### **MATERIAL AND METHOD**

This research is a descriptive research with a qualitative approach. According to [4], the qualitative research is a procedure of research that produces descriptive data in the form of

written or spoken words from the people and behaviors that can be observed. This approach is directed to the background and the individual holistically.

In every research, determination of research focus is one of the important steps that must be done. Based on that description so that this research focused on the roles of communication in implementing the Musrenbang and decision-making in Siniu Subdistrict, Parigi Moutong Regency.

Determination of the informants was done by using purposive technique (selecting the informants based on certain criteria), which it is a step of data source sampling method by considering certain criteria. It means that a person or object that is considered most knowledgeable about what the researcher would achieve and hope in this research, so that researcher would be easy to explore the social situation being researched [5]. Determination of the informants by using purposive technique was the most appropriate technique as the researcher needed. The informants were the people who directly involved in the program's activities. Therefore, the research consisted of key informants and primary informants as well as secondary informants.

The subjects of research that do not meet the criteria will be considered as the secondary informants. The informants in the research were Head of Village, Secretary of Village, Subdistrict, and representative of stakeholders that involve in Musrenbang process in Subdistricts and the supervisors that supervise the realization process in development in 2016 based on the result of *Musrenbangcam* (Subdistrict's Development Planning Consensus) in 2015 in Sinau Subdistrict, Parigi Moutong Regency, Central Sulawesi Province.

The data analysis technique in this research used the analysis technique developed by Miles and Huberman [4] that is an analytical technique of interaction model consisting of three paths of activities that occur simultaneously after the collecting data collection, namely data reduction, data display, and data verification (conclusion).

Data reduction is the way to sharpen, classify, discard the unnecessary data and organize data in such method that eventually the final conclusion can be drawn and verified [6]. Data display is a set of structured information that gives the possibility of drawing conclusion and taking action. By reviewing at the data display, it can be understood what is happening

and what to do. Meanwhile the data verification is to draw the conclusion based on the data reduction and data display that is done openly, then it is formulated to be detailed and rooted firmly.

### **Data Collection**

#### **a. Symbolic Interaction Theory**

Symbolic interaction theory emphasizes on the communication behavior between human beings in the context of participation in the public places. The theory is developed from the role of communication as a means of participation in society. Mead argues that the interaction takes the place in a dynamic social structure -culture, society, and so on. Symbolic Interaction is based on the ideas of humans' thought about themselves and their relationship to the society [7].

According to [8], the symbolic interaction theory associates with the interpersonal communication mechanism which there are seven symbolic interactions in a communication covering; (1) Communication is an important in understanding the behavior of every human being, (2) Communication is a representation of the self-concept, (3) Communication is a link between the individual and society.

Symbolic Interaction theory is an appropriate method in observing the musrenbang process until a decision-making took place and continued on realization in the field. This theory can be used breakdown the interactive communication activities in the Musrenbang process, where the policy makers objectively send the message each other as well as involve the negotiation process.

According to [7], symbolic interactionism is a movement in sociology focusing on the society constructs the meaning and structure in society life through conversation. This theory has basic thought, for instance, communication acts as the paradigm [7].

1. Human beings make decisions and act based on the understanding of the subjectivity of the social condition;
2. Social life consists of the processes of inter-personal interaction, so that it is always dynamics.
3. Humans experience the understanding through the meanings that find the symbols of their main group and language is an important part of social life.

4. The world is made up of social objects which have names and meanings that are socially constructed. Human actions are based on their interpretation, where the objects and actions that relate to the situations which are considered and interpreted.

5. Someone is a significant object, and as like as all social objects introduced by social interaction with other people.

According to [9], the paradigm of movement symbolic interactionism about the act of communication covers two main concepts as cited in the theory of Mead: first, Interaction Symbolic is a way of thinking that is produced through thought (mind) which comes from the society themselves based on the traditional socio-cultural in building communication theory; and second, the meaning appears as a result of interaction between the people both verbally and non-verbally.

In communication on the development, the priority is the activity of educating and motivating the society. Its objectives are to instill the idea, mental attitude, and teach the skills required by a developing country. Pragmatically, according to [10], formulating the development communication is a communication made to carry out the development plan for a country. Therefore, it can be said that the communication on the development is an innovation that is accepted by society.

#### **b. Communication on Development**

The term communication originated from the Latin word which means the interaction of intimacy contact between two or more people [11]. An interaction between individuals that occur as the desired symbolic process covers: (1) build the human relations; (2) exchange the information; (3) to strengthen the attitudes and behavior of others; (4) try to change the attitudes and behavior. So that the communication is one-way direction that requires one person delivering a message to the other persons, group of people, institutions and any other people both directly (face to face) and indirectly.

Definition of communication on development refers to variety things, however, the explanation or understanding of communication on development can be traced from the miraculous view of experts

who are concerned with the communication on development of. They discuss communication with development by delivering the messages (ideas, ideas, and innovations) to many people. According to [12], communication on development is an organized effort to use the communication process and media in promoting social and economic standards which it generally takes place in developing countries"

The communication on development is a pragmatic action so that it is formulated in order to implement the development planning of a country ". Defining the communication on development as communication means that communication has a message of development. The communication on development exists in all aspects of human life from a farmer to public servant, the government to the state, including therein also form a group of consensus on the official institutions.

### **c. Development Planning Consensus (Musrenbang) as a Means of Communication**

Musrenbang as forum is a participative development planner to consider aspects of communication between the society and Regency Government optimally so that in making the decision is totally transparent and accountable. The decision-making is based on the results of Musrenbang that is focused on the interests and needs of the society.

The planner is set up by considering aspirations from society based on mutual trust and transparent. This principle is called participatory action (involvement) of each society through meetings by giving the equal opportunities to contribute ideas without being banned by the elites. Development planning reflects the interests and needs of all parties. The planning process takes place in a sustainable and proactive. Synergize must ensure the involvement of all parties. It always emphasizes the cooperation between the administrative areas. After that, it should pay attention also to the interaction between the stakeholders (the institutes) and societies. Development planning legality is carried out by the all applicable regulations that uphold the ethics and values of participation through communication in public places. So, there will be abuse of the authority and power done by the elites.

In its practice, the implementation of musrenbang based on society's participatory is still not good in terms of expressing their aspirations in planning development activities in accordance with the needs of the society. The society's involvement becomes a very important element in the development process. Since the first development process was top-down, determining the development policy come from the top (competent authority) without inviting the society and other stakeholders so that the consequences are found that society do not have and can not get benefit from running development activities.

Musrenbang is conducted in some levels starting from the Village, Subdistrict, and the level of SKPD (Regional Government Agency) at the Regency level. The implementation of Musrenbang at the local level (Regency level) institutionally coordinated by BAPPEDA/Regional Development Planning Board (Regency level) and coordinated by the Head of Sub-district to Regency level as well as to include elements of local stakeholders, as a form of society's participatory approach in formulating the policy formulation.

## **RESULT AND DISCUSSION**

### **a. The role of communication in Musrenbang in Siniu Subdistrict, Parigi Moutong Regency**

In this research, the musrenbang in Siniu Subdistrict conducted with multiple phases, starting from musrenbang on the hamlet level which was attended by all the people of the village, then the musrenbang on the village attended by representatives of the village and continued musrenbang on Subdistrict which was attended by representatives of each village. The society aspirations the Subdistrict level and it was then continued in the Subdistrict and brought the reports that have been prepared at the regency level.

The steps of process being taken in Siniu Subdistrict have been done in accordance with the stipulated conditions to realize the musrenbang as decision-making that is systematic. Systematic is that any planning process undertaken in Musrenbang is based on each of the steps being taken in accordance with the procedures and the applicable SOPs Musrenbang on the Village/Subdistrict, in which every discussed

suggestion in Musrenbang must go through phases before such as Discuss of Village and Village's Musrenbang.

Musrenbang (Development Planning Consensus) is a forum held between societies and authority stakeholders in the region. Musrenbang is done in order to formulate national development plans and regional development. The purpose of the Musrenbang is to involve the community in order to determine the development planning to be undertaken in realizing the objectives of the National Development Planning System, which optimizes public participation. This activity serves as a negotiation, reconciliation, and harmonization processes upon the differences between the government and stakeholders while achieving a common consensus on development priorities along with the budget allocation.

In the implementation of Musrenbang was conducted through several phases, starting from consensus on village, Sub-district to Regency levels. A similar process was also carried out by one of the Subdistricts in Parigi Regency, namely Siniu Subdistrict.

The process of policy for implementing the musrenbang, they conducted the pre musrenbang activity as well as took the suggestions through society in hamlet which it was put in Village's Medium Term Development Planning (RPJMDes) then went to Plans for Village-level Development (RKPDES) in the compiling the musrenbang at the village level.

The overview of the musrenbang process in detail was expressed by informants that musrenbang first conducted in the hamlet level, where the head of village invited all citizens in the village. All the people from the village listened about what the aspirations and priorities of existing programs. Afterward, they did musrenbang at the village level, the results of musrenbang would be hosted and appointed to Subdistrict level

Based on the results of interview, the musrenbang is only a formality. It is shown by the absence of the *RPJM* of musrenbang. Actually the *RPJM* is used as a reference for the program implementation. In the absence of the *RPJM* that makes Musrenbang went aimlessly. It causes the discrepancy between the society wishes and pre-existing of *RPJM* in the previous year. This condition will eventually give the failure result in the realization of the society's aspirations.

Furthermore, Musrenbang acts only as a communication between the village's representative and sub-district and regency levels. Moreover, the result of interview above revealed that the lack of synchronization between village's *RPJM* and Regency's *RPJM*. Therefore, the final result and collective agreement of the Musrenbang were not met the successful. In addition, the participation in the implementation of musrenbang was attended by several representatives of the Regencies, but sometimes there was not representative at all.

**b. Process of Musrenbang in Siniu Subdistrict as a means of communication for the village administrative in delivering village's priority suggestions**

This musrenbang make the society become more active and participative in local development. It makes people feel that their existence is considered and utilized by the local government. Therefore, this musrenbang is as a means of communication between the society and village administrative. Most people were satisfied and relieved when they enabled to express their desired hopes.

The relation of to Musrenbang activity, the role of formal and non-formal figures were very important especially in giving influence, giving an example, and creating the society to be participative in order to support the successful of a development program, even more in Village areas. The role society is very powerful. Even being a role model in all activities of daily living in their environment. The perception of society to certain program is the foundation to invite the willingness in getting involved and actively participated in all activities of the program. The positive or negative meanings as a result of one's perception of the program become the support or obstacle for someone to play a role in the program. This condition as expressed by the Head village of Towera that people were very excited about their problems after every village had a chance in delivering their desired aspirations. They were very enthusiastic about it.

**Table. 1.1**  
**The Stakeholder's Roles of Communication in Musrenbang Process**

No	Role	Communication Role Construction
1	The Head of	Communicates and

2	Village	Bridges the Society's proposal to the Subdistrict Official in Village's Development Consensus (Musrenbang)
	Local Figure (stakeholder)	Communicate the proposal rationally and realistically on some of proposed programs based on the needs as step of Development in Siniu Subdistrict
3	The Head of Subdistrict	Communicate the result of meeting of Central Government to the respected local government on the society's proposal in the Musrenbang's activity process.

Table. 1.1. The data of interview results obtained by the Researcher, 2017

The results of interviews above revealed that the musrenbang's society target become very excited to attend the program. It was due to the presence of musrenbang that could accommodate their aspirations. Nevertheless, not all the submitted suggestions by the society were fully realized. Therefore, it made the society become lazy and dismissive musrenbang.

Communication has a complicated role in implementation of development. According to [12], in his book *Communication in Development* that the complexity of existing development requires more communication. Moreover, Kasmir describes the relationship among the culture, communication and development. Likewise, the paradigm changes in its history around the world show the functional interrelationship with communication both as socialization media and the building attitude process in fostering the society's participation.

In musrenbang meetings at the subdistrict level was attended by *Bapedda's* representatives and SKPD's representatives. In this case, the Regent divided the teams some groups which made not all the representative enabling to attend Musrenbang meeting. However, when celebrating musrenbang on the Subdistrict, not

all suggestions become realized so that they expected to hold musrenbang meeting.

Based on results of interview, the communication between society and local government was good enough. But there were the things that made people felt disappointed due to the absence of Regency's representatives. Therefore, the presented suggestions were not fully realized very well because they were not delivered to Regency level.

From the informants' information that the process of musrenbang was conducted in the Subdistrict each year is not effective because the submitted suggestions were not realized so that the society felt bored with musrenbang activities. In the implementation of Musrenbang, Society wanted Chief's SKPD took participated in the process so that their suggestions could be communicated directly by the society. it was in line with what was delivered by one of public figure in Siniu Subdistrict.

The realizations of the society's aspirations were caused by a lack of communication between the various parties. If every element of society had good communication, the harmonious relationship and society's aspirations would be realized. The existence of these phenomena made the musrenbang activity was considered less effective. It indicated that the musrenbang invited the society become enthusiastic in participating in the implementation. It could be seen from the spirit of the society in providing suggestion concerning regarding the development programs in the village. Although society of Siniu had less level of education, they felt enthusiasm and deserved high appreciation. Regarding achievement of development in education was closely linked to the availability of educational facilities.

Therefore, the absence of such realization, it could be said that musrenbang in Siniu Subdistrict was less effective. It was less effective due to the result of musrenbang was rarely perceived by the local people. The condition also caused by the frequent absence of the Regency's representatives, so that the society's aspirations were only at the Subdistrict level.

Based on the result of research findings above, indeed, the previous supporting data was also related to previous researches on the Musrenbang process conducted by the previous researchers, namely:

1. This research about the Communication of Stakeholders in Village's Development Planning Consensus. The research results showed that the tool of information, such as bulletin board in village's office was not used as information media maximally, and it is also supported by lack of supporting of Village Government [13]. The tool of information, bulletin board was used only as a room decoration of Musrenbang and not installed with media billboards in public areas which to be accessible for public who are not directly involved in Musrenbang activities. Based on the result of interviews with stakeholders, local newspapers and radio media were no longer as the media sources of public information, meanwhile *Bappeda's* website as the media only provided legal information and documentation of development activities and had not been utilized and accessed to be the tool of aspiration and Musrenbang's result evaluation as well as the limited ability of the community to access the website. So that the role of active communication from the community directly was still more influential than just through the tool of information only.
2. Master of Social Sciences at Tanjung Pura University, Pontianak, in their research about the Implementation of the result of Development Planning Consensus (Musrenbang) in Kapuas Subdistrict, Sanggau Regency [14]. The results of this research showed that almost all Rural Village and Village in Kapuas Subdistrict proposed the program activities quite similar and the differences were on the location of its activities only. Moreover, the types of activities consisted of economic, physical and socio-cultural. Based on the lists of proposals submitted by the community in each villages/rural village were shown the phenomenon of proposal in Musrenbang at the Subdistrict level in physical activities. However, the priorities of the proposed activities for each villages/rural villages were different. Moreover, it could be seen also that, indeed, the various aspirations delivered by the community is more focused the urgent things, such as daily needs. If the priority of proposal submitted by the community in the

Musrenbang had been the result of Musrenbang, the community hopefully the submitted proposal would be approved. Nevertheless, some people in Kapuas Subdistrict thought that the development in Subdistrict area had not been in line with the expected priorities of development program

**c. Feedback on Society related to development planning program that has been decided by the Head of Subdistrict through Subdistrict's Musrenbang.**

Based on the results of interviews which have been reviewed above illustrates that the absence of feedback made by the local subdistrict to the society about the results of musrenbang. This condition makes society of Siniu disappointment, which raises the perception that musrenbang is a useless activity because the society's aspirations are only a formality without any real realization. The phenomenon causes society of Siniu become lazy to attend the musrenbang in coming years.

The absence of feedback from the subdistrict to the village gave the negative perception to the society. This condition is line as expressed by Karianga (2011: 384) that there are some public criticism about the implementation of these forums are as follows:

1. Musrenbang which is dominated by government officials gave the role of society only as participant members. Society empowerment by providing the wide opportunity is one of manifestations of democracy as proposed by Blair that "the more people participate, the higher it provides the public representation which it is a key element in empowerment.
2. The existence of the organizing team had a very important role in determining the successful planning forum. In fact, the function of organizing team had reduced so that they tended to conduct the administrative things.
3. The implementation of Musrenbang was merely as a formality in order to meet the administrative procedure planning. It could be seen that there was chance to conduct the Musrenbang, even the presented material had quite much. It created the lack of enthusiastic of participants to discuss a more comprehensive material because they knew about the predictable results.

4. Responsibility mechanism towards the society's suggestions was disallowed and it was only expressed orally rather than in written form. It implied that every musrenbang celebration had not clear explanation how much priority's suggestions received, revised, and new suggestions emerged.

Based on the mentioned mechanism, then Musrenbang would be realized as a means of effective communication in decision-making for the purpose of development if it provided real needs of society. Therefore, principally, the development should be directed towards the progress and welfare of the society. However, it must consider and in line with the Government's Planning Work from Central Government, Province and Subdistrict levels, so development had become a priority and would be dismissed each other.

Talking about transparency, the implementation of musrenbang in Siniu Subdistrict was carried out with less transparent. It could be proved from the results of interviews revealed that the results of musrenbang at the Subdistrict and Regency level did not correspond to society's expectations. One of the examples was Abrasion Project with 210 meters, but the realization of project was only about 40 meters.

Moreover, the absence of feedback made by the sub-district's representative of the results achieved. This condition makes the society stuck due to sudden development implementation immediately. Therefore, based on the phenomenon, the society think that the musrenbang by inviting the society is the useless thing.

The condition did not correspond to the real meaning of development that is a pattern of change of society that it created the better realization than human values in order to make society had greater control of the environment and themselves

## **CONCLUSION**

Based on some explanations above so that the conclusions that can be drawn from the research are as follows:

1. Implementation of Musrenbang has been done with the applicable procedure, which begins from the hamlets, village, subdistrict, and Regency. However, in its

implementation, Musrenbang is conducted only as means of communication between the society and the government. As the result, the Musrenbang is a formality only. It is proved by the absence RPJM (Medium Term Development Planning) in conducting musrenbang, although the Development Plan serves as a reference or guidelines for development planning by looking at a few years ago.

2. The presence of Musrenbang in Siniu Subdistrict is made the society feels enthusiastic in attending and participating in it. It happens due to the presence of such implementation, the society may propose the suggestions for their needs and desires. Nevertheless, the suggestions of the society can be said to be unrequited. It means that the suggestions of society are not delivered properly at the higher levels of government. This condition causes society gradually become lazy and disappointed with the existence of Musrenbang.
3. The absence of the feedback is made by the sub-district's representative upon the results achieved. This condition makes the society stuck due to sudden development implementation immediately. Therefore, based on the phenomenon, the society think that the musrenbang by inviting the society is the useless thing.
4. The research contribution to the science, especially communication science is as a medium of introduction that is very relevant in the public arena, especially in making decisions through Village Development Plans of the community. Hopefully, the research increasingly encourages community participation in communicating the proposals and development plans in order to create a good democracy.

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