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## **The Innovation Adoption of Budget Festival Management Communication Policy in Karanganyar Regency, Central Java**

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### **Abstract:**

Regent Karanganyar period 2013-2018, Juliyatmono anticipate the potential budget deviation by holding the Budget Festival (BF) Karanganyar in 2016 and 2017. The event contains reports on Regional Revenue and Expenditure Budget (APBD) current year. This study aims to: 1) Analyze the adoption process of communication innovation policy BF Karanganyar; 2) examine the determinants of the policy adoption process. The research used descriptive qualitative approach method and in-depth interview to Bupati Karanganyar and its staff, community leaders, and District Legislative Council. Data were analyzed interpretively by triangulation. The result of research: communication policy of BF Karanganyar inspired from Batang Budget Festival in the era of Regent of Yoyok Riyo Sudibyo (2012-2017). Karanganyar Budget Festival is a political policy Juliyatmono as a communicator begins from the stage of preparation of the agenda, adjustment, redefine, clarification and routine. The adoption is determined by internal factors and external factors. Internal factors include the characteristics of the Karanganyar Regent that is open to change, the spirit of bureaucratic reform, vision, mission and organizational structure of Karanganyar regency, and the realization of effective, transparent, accountable and participative governance. External factors include the implementation of Batang Budget Festival, Law No. 14 of 2008 on Public Information Openness, the spread of corruption cases involving local leaders, District Legislative Council support, community demands for transparency of budget usage and the development of technology, information, and communication.

**Keywords:** Communication policy, Adoption of innovation, Transparency, Festival budget.

### **INTRODUCTION**

The corruption cases are increasingly massive in Indonesia involving local leaders. The Corruption Eradication Commission's (KPK) in 2004 to June 2017, arrested 78 regional heads because of the corruption case in the Regional Revenue and Expenditure Budget (APBD). It is including 18 governors and 60 mayors or regents and deputies.

Authorities and local heads were ineffective supervision and lack of awareness to transparently inform the public regarding the management of APBD, this was triggered cases of corruption, collusions and nepotism (KKN) (Siregar, R.K., and Arlena, W.M. 2017).

Avoiding to get involve in the KKN circumstances, Regent Karanganyar period 2013-2018 Juliyatmono attempts to build public confidence. One of them is organizing the Karanganyar Budget Festival in 2016 and 2017. In the Budget Festival, all work units, districts to villages display budget usage and implementation of the APBD development and development program in the current year, at the booth.

Juliyatmono was inspired by Batang Budget Festival as a diffusion result of innovation by Regent of Batang period 2012-2017 Yoyok Riyo Sudibyo. In the researcher's study in 2017, Batang Budget Festival was conducted by Yoyok and started conventionally by distributing leaflets to the public, inviting meetings of all sub-district heads, and village heads, but it was considered ineffective.

This research uses innovation theory from Rogers (2003). It is emphasized the mental process of the individual in accepting or rejecting an innovation in the form of new ideas, opinion, or new ways to implement innovation through various stages.

## LITERATURE REVIEW

Innovation Diffusion Theory is focused on the mental processes of individuals in either accepting or rejecting an innovation in the form of ideas / new ways or ways to implement innovation through various stages.

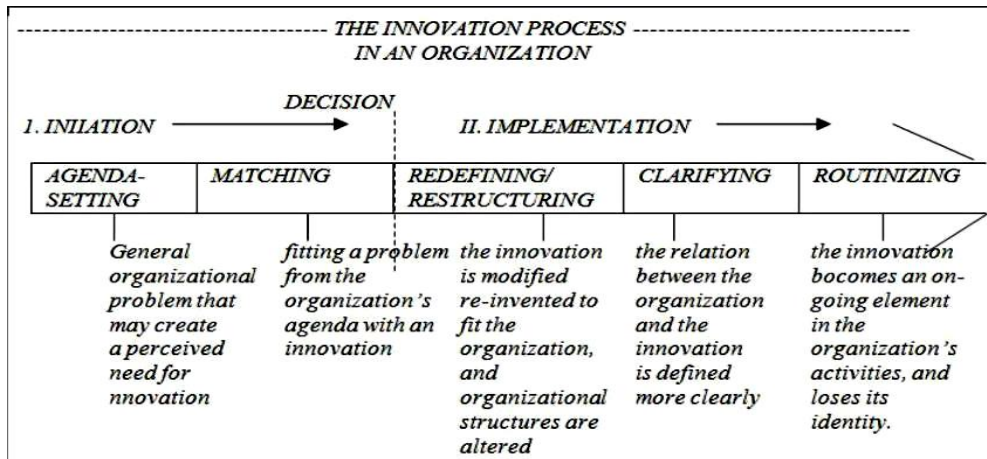
The theory is occurred in a social including the social structure, individual or group of individuals and has certain norms. The explanation of theory is a series of adoption patterns, innovation processes to potential diffusion success of an innovation (Yalcinkaya, 2007) in Hajaroh (2016).

The innovation is an idea, practice or object considering new by individuals or other adoption units (Rogers, 2003). While Damanpour and Schneider (2008) explicitly expressed innovation as a complex construction and application of studying from different perspectives by scientists from various disciplines.

An innovation has five (5) characteristics ie; 1) Relative advantage is the extent to which an innovation is considered better than the replaced idea; 2) Compatibility is the extent to which an innovation is considered consistent with existing values, past experiences, and the needs of potential adopters; 3) Complexity is the extent to which an innovation is perceived as difficult to understand and accept; 4) Trialability is the extent of the examination of innovation in a limited way; 5) Observability is the extent to which an invasion can be observed by others.

The adopting innovation organizations process has five stages are divided into two activities (Rogers 2003). The first initiation activity is collecting of information, conceptualizing and planning in accepting an innovation. Initiation is included setting and adjustment agenda every stage. In the second activity: implementation as a result of adopting certain innovations.

This implementation has three stages: redefining/restructuring, clarifying and routinizing.



**Figure 1. Five Stages of Innovation Process in Organizations (Rogers, 2003)**

Communications policy positioned as communication process aimed at supporting the communication system within the state and does not harm society (Abrar,2008). Communication policy is closely related to social, political and economic development within a country.

In supporting of the successful communication purposes can be achieved, these are influenced by five elements. Lasswell mentions the source (the sender of the message/communicator), the message (can be meaning, form or symbol), channel or media used by the messenger, the recipient of the message (communicant) and the effect (Mulyana,2008).

Communication is a tool of power that leads to political interests. Political sources or communicators seek to influence through communication (Nimmo,2005). As political communicators, politicians are in a strategic position to play a political role in a particular political setting.

Anthony and Young (2003) explained the budget as a quantitative plan in units of money for a certain period of time, usually annual. Budget is a work plan of an organization that applies for a certain period for the purpose achieved (Adrianto,2011).

A festival is a social event periodically and coordinately by a community. There is no exclusively standard regulating the festival, considering the festival has a characteristic or unique. It is contained elements of spirit, special strength, increasing customs kinship and knowledge. The festival purposes as a special identity or characteristic of a region develop the infrastructure, increases the investment power and build the reputation of the region (Indriasari,2009).

## **METHODOLOGY**

Based on literature study and documentation research results, Karanganyar Budget Festival has never been researched. The researcher interested to study the communication policy strategy of Juliyatmono through Karanganyar Budget Festival.

### **Research Design**

This research applied a descriptive qualitative method to describe a certain phenomenon or social phenomenon. The research was held in February 2018 at Karanganyar Regency.

The research subjects were determined by purposive sampling: 1) Regent of Karanganyar, Juliyatmono; 2) Regional Secretary, Samsi; 3) Head of Regional Finance and Asset Agency, Sumarno; 4) Head of Planning, Research and Development Agency, M. Indrayanto; 5) Head of Ngijo Village, Suwarso; 6) Chairman of the Regional People's Legislative Assembly, Sumanto.

Data analysis by interpretive analysis and triangulation of data from observation result, and depth-in interview to the subject of research which has been determined. An interpretive analysis is used to establish the model of Budget Festival communication policy.

## **RESULT ANALYSIS AND DISCUSSION**

The research problem is to analyze the process of adopting innovation of communication policy of Karanganyar Budget Festival and to examine the determinant factors related to the policy.

Regent Juliyatmono managed the governance in the bureaucracy reform enthusiasm for the development of the area by prospering the community and improving the quality of public services. This is in accordance with the Regional Medium-Term Development Plan 2013-2018 concerning on the 2005-2025 Regional Long-Term Development Plan.

The researcher interviewed Juliyatmono as Regent Karanganyar, his staff, and chairman of parliament.

This study used a qualitative approach. Its implementation focuses on the communication policy of the Festival of Karanganyar Budget which is inspired by Festival Budget Batang.

As well as analyzing the determinants of festival budget innovation led by Juliyatmono.

The study results in a general description are expected to answer the purposes of research.

### **Communications Policy Analysis**

Lasswell was describing five elements in communication including the source (message sender/communicator), the message (can be meaning, form or symbol), channel or media used by the message, the recipient of the message (communicant) and the effect.

According to the perspective of the Laswell model, Juliyatmono as communicator the communications policy process of the Budget Festival was thrown his idea to apply Budget Festival inspired by the Budget Festival Batang. Budget Festival I in Karanganyar 2016 in Gedung Wanita and the second part was in Karanganyar Square.

The message of the policy of transparency of accountability of Regional Development Budget directly to the people, open and dialogical. Communicants include civil servants in Karanganyar

regency, community, parliament, and other stakeholders. Feedback is expected to build public confidence that ultimately can increase public participation on the development and erode the opportunity of corruption in Karanganyar regency.

### **Adoption of Innovation of Communication Policy**

The idea of Budget festival came by Juliyatmono as a result of inspiration and comparative study of innovation Batang Budget Festival. As well as a positive impact as one of the efforts in realizing an effective, efficient, accountable, participatory and corruption collusion nepotism -free governance.

In particular, the process of adopting innovation within the organizational sphere by Rogers (2003) has five stages that are divided into two activities. Initiation is an initial activity that is a collection of information, conceptualization and planning in accepting an innovation. Initiation includes the stage of agenda preparation and adjustment. While on the second act of the implementation as a result of receiving a particular innovation. Implementation has three stages: redefinition/restructuring, clarification and routinizing.

At the initiation stage, Karanganyar District Government has gathered information related to the implementation of the Batang Budget Festival by directly attending the event to Batang Regency and reviewing it from various news in mass media. It is also followed by preparing a conceptualization and planning adapted to the characteristics of the region.

In the preparation the agenda stage, Subarsono (2005) in Abrar (2008) mentions three activities must be done: 1) Building perceptions among stakeholders about clarifying the issues; 2) Creating problem restrictions; 3) Mobilizing support for an issue on the government agenda.

Juliyatmono claimed the budget disclosure format to the public through the Budget Festival has been done from the beginning served as Regent of Karanganyar. But the current implementation was limited to village level that displays regional revenue budget, so it has not yet been district-level or involving sub-districts and all local apparatus organizations. The reason is the nature of transparency begins from the village because some development is also scattered in the village.

After two times Batang District Government to implement the Budget Festival in 2014 and 2016 at the level of the district is exposed widely, Karanganyar regency has begun implementing similar events at the district level in 2016. Related to the adjustment aspect in the initiation phase according to Rogers (2003), Regent Juliyatmono examines issues of public information transparency and transparency implementation through Karanganyar Budget Festival 2016 and 2017. Implementation is adjusted to the conditions and characteristics of the local area.

In the redefinition/restructuring phase, Karanganyar District Government is assisted by Gadjah Mada University (UGM), consultation to the Corruption Eradication Commission (KPK), Ombudsman and Transparency International Indonesia (TII).

Batang Budget Festival 2014 and 2016 were shown the use of the previous year's Regional Revenue and Expenditure Budget. However, Karanganyar Budget Festival 2016 and 2017 show budgetary accountability and development programs in the current year in May 2016 and October 2017.

As matter of fact, it would be great if the exhibited in the early years of the budget so that from the beginning also the public can find out the development program plans that will run within one year.

Juliyatmono was admitted the most ideal in the first semester by presenting various activities that had been done last year and informing various programs to be implemented in that year.

As for clarification activities in the implementation phase of Karanganyar Budget Festival, the regency developed strategic policies that indirectly included in Karanganyar Medium-Term Development Plan District 2014-2018.

Explanation of Regent Juliyatmono related to strategic policy of Budget Festival:

*"The Budget Festival is not specifically mentioned in the Medium-Term Development Plan as it is a sub activity of the Regional Finance Agency. But the fundamental principle of the event is part of the system of governance in Karanganyar regency in addition to the application of e-*



*government. This governance becomes one of the strategic issues in Karanganyar District, in addition to infrastructure development, poverty reduction and unemployment.”*

Implementation of Karanganyar Budget Festival I and II are adjusted with certain moment or celebration with leading sector in Regional Finance Agency.

He explained the event part I and II have philosophical meanings. Especially in second part in 2017 which coincides with the century Karanganyar District grew vibrant with various activities in addition to budget exhibitions as well as cultural arts performances and Karanganyar Expo. He claimed for 3 days the event was visited by about 20 thousand people and not a few visitors who requested the addition of the festival time.

The association with five stages of the innovation process in the organization especially at the routinizing stage, Juliyatmono is determined and optimistic to make Karanganyar Budget Festival as a routine every year until whenever. For that socialization concerning budget transparency become routine done in his staff of this regency.

In general, the process of adopting innovation of Karanganyar Budget Festival communication policy is described in detail in the following table:

**Table 1. Innovation Adoption Process of Karanganyar Regency Government with Communications Policy of Batang Budget Festival**

Agenda Setting	Matching	Redefining/ Restructuring	Clarifying	Routinizing
<p>1. Decentralization and regional autonomy.</p> <p>2. Budget transparency through the Budget Festival of Batang by Regent Yoyok Riyo Sudibyo.</p> <p>3. Widespread corruption cases that ensnare the head of the region.</p> <p>4. Community demand for transparency of Regional Revenue and Expenditure Budget usage.</p> <p>5. The Spirit of Bureaucratic Reform in Karanganyar Regency.</p>	<p>1. Issues of public information disclosure and budget transparency through the Budget Festival of Batang as an innovation of open, dialogical and direct accountability of budget usage in combating corruption.</p> <p>2. . Reviewing the Budget Festival of the Batang in accordance with the values, norms, characteristics and potential of Karanganyar District.</p>	<p>1. Through the Budget Festival of Batang that displays the budget usage of the previous year.</p> <p>2. Pemkab Karanganyar get mentoring from Master of Accounting University of Gajah Mada.</p> <p>3. Karanganyar District Government consultation with KPK for budget transparency, Ombudsman and anti corruption NGO like TII.</p> <p>4. Pemkab Karanganyar structures APBD governance by holding a Budget Festival of</p>	<p>1. Pemkab Karanganyar develop strategic policy of Budget Festival.</p> <p>2. Implementation of Karanganyar Budget Festival in 2016-2017. 3. Support from District Legislative Council.</p>	<p>1. Implementation of Budget Festival every year since 2016.</p> <p>2. Budget festival with leading sector in Regional Finance Agency</p> <p>3. The committee team is established based on the Regional Finance Board Decree</p> <p>4. Socialization throughout the local apparatus organizations, sub-districts, villages and villages related to budget transparency one of them through the Budget Festival.</p>

6. The development of technology, information and communication.		Karanganyar in 2016-2017 which displays the use of the budget in the current year.		
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**Findings**

The necessity to understand innovation in the public area is increasing (Lewis,2017). This is a logical consequence since an innovation has often made implications for public policy and policy-making (Garde,2008) and (Boger (2017).

But it is inevitable to implement an innovation typically constrained by various obstacles, and even laden with uncertainty. Therefore, individuals who will adopt innovations seek to overcome the existing obstacles, among others, by providing adequate resources (Karch,2006). Nevertheless, claiming the outcome of an innovation is not necessarily the same across organizations and individuals (Bogers,2017).

As has been previously disclosed innovation contains uncertainty, so the continuity matter according to an innovation is predicted to survive when supported by a culture of feedback, accountability and learning (Acker,2017).

The process of adoption of innovation is influenced by internal and external factors. Acceptance of an idea or new idea or practice is more likely to occur to individuals who are open to change, respect the need for information, and always seek new information (Bungin,2014). And also influenced by personality and individual characteristics.

The next stage is followed by the process of studying, changing attitudes and decisions. This is adapted to the values prevailing in the social system.

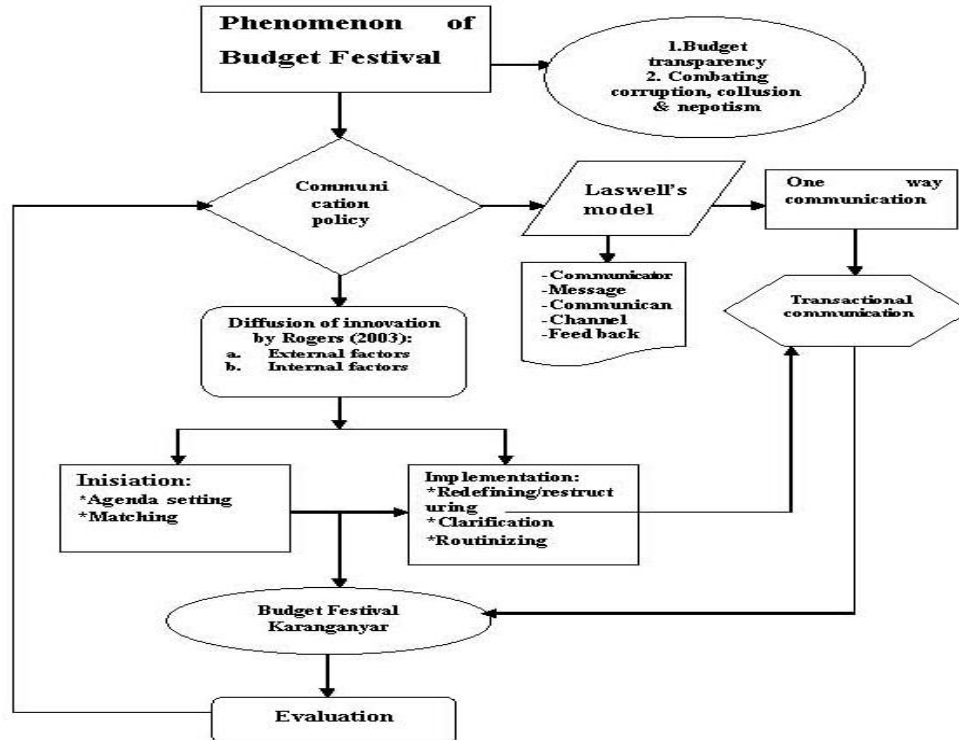
Regent Karanganyar optimistic Karanganyar District Government will be continuously held the event as the communication policy within the organization, every year because it concerns the public interest. Some characteristics of communication policy that concerns the public interest, serious, potential to be serious and have a chance to improve.

In that context, Regional Revenue and Expenditure Budget deviations are marked by the massive corruption cases of it due to weak supervision of related parties, lack of transparency of budget utilization by state organizers and low public participation in overseeing development as well as local / state financial governance.

This effort is done in line with the spirit of Bureaucracy Reform in his staff to create good government supported by District Legislative

Council and society. Implementation of Karanganyar Budget Festival cannot be denied also influenced from external factors that are inspired from Batang Budget Festival and to fulfill the mandate of the Act (UU) Law No. 14 of 2008 on Public Information Openness. Moreover, the community is increasingly critical and demands a clean, efficient, effective and excellent government. Environmental factors (external) become one of the decisive factors in innovation in the public condition (Bernier,2015).

The communication model Karanganyar Budget Festival can be seen from the picture as follows:



**Figure 2. Communication Model Adoption Innovation Communications Policy Festival Budget Karanganyar (Source: Rachmi KS)**

## CONCLUSION

The innovation of communication policy of Karanganyar Budget Festival was inspired from Batang Budget Festival.

Communications policy Karanganyar Budget Festival is a political policy of the Regent of Karanganyar, Juliyatmono as a communicator in conveying messages to his staff to apply transparency in order to prevent and even eradicate Corruptions. Besides that innovation in an organization is very important because it becomes a source of change, growth and encourages effectiveness (Damanpour,2008).

Juliyatmono as the authority holder decides that the event was displayed the current year budget starting from the agenda setting, adjustment, redefining, clarification and routine.

The adoption as an innovation in budget governance is determined by internal & external factors.

Internal factors include the characteristics of the Karanganyar Regent that is open to change, the spirit of Bureaucratic Reform, vision, mission and organizational structure of Karanganyar regency, and the realization of effective, transparent, accountable and participatory governance. External factors include Batang Budget Festival in the Yoyok Riyo Sudibyo era, Law No. 14 the Year 2008 on KIP, corruption cases involving local leaders, District Legislative Council support, community demands for transparency of budget usage and technological, information and communication developments.

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