

# Implementation of PUG in the Agenda Setting Discussion of the 2021 Bulukumba Regency APBD

Widya Astuti<sup>1</sup>, Andi Yakub<sup>2</sup>, Ariana Yunus<sup>3</sup>  
{widyaastutiadam17@gmail.com<sup>1</sup>, andyakub@gmail.com<sup>2</sup>, ariana@unhas.ac.id<sup>3</sup>}

Hasanuddin University, Indonesia<sup>123</sup>

**Abstract.** Developing a gender-responsive APBD can be used as a solution in determining an effective budget allocation because it is based on the principle of Gender Mainstreaming. By maximizing the needs for each budget item, the gap between men and women can be minimized. The process towards establishing APBD as a policy product starts from the agenda setting stage. Agenda setting aims to classify issues based on priority, this classification process in John W. Kingdon's agenda setting theory is divided into three streams. Departing from this explanation, this study discusses how the implementation of PUG values in the agenda setting for the 2021 Bulukumba Regency APBD discussion using a literature study research approach. This research shows that the implementation of PUG values in the agenda setting is less than optimal in terms of problem stream, political stream and policy stream. The lack of maximizing the implementation of PUG in the agenda setting of the APBD discussion is based on the absence of continuity from the three streams.

**Keywords:** PUG-1; Agenda Setting-2; APBD-3

## 1 Introduction

The budget control movement in Indonesia is experiencing increasingly significant developments. The focus of emphasis is no longer just transparency, but the focus of overseeing budgeting is starting to shift to the effectiveness of budget allocations. The effectiveness of the budget allocation referred to in this paper is a gender-equitable budget with the locus of study being the Office of Empowerment of Women & Children in Bulukumba Regency. Through Presidential Instruction No. 9 of 2000, the President ordered all ministers, high state institutions, commanders of the armed forces, governors and regents/mayors to carry out PUG in the entire planning process of all development policies and programs with a commitment to realizing gender equality and justice. PUG or gender mainstreaming is an indicator in compiling and evaluating fair budgeting. The scope of gender mainstreaming includes all planning, preparation, implementation, monitoring and evaluation of regional development policies and programs.

The study of budgeting in this study is focused on the 2021 Bulukumba Regency APBD, specifically on the Women & Children Empowerment Service. APBD can be used as a reflection of government policies as well as a tool to see and test the government's commitment to presenting a fair budget allocation for all people. Through a study of budget allocations in the APBD, it can be seen that the government or regional heads are in favor of the issue of gender justice. The process of preparing the APBD takes a lot of time because it goes through several

stages or processes according to the stages of the policy. The stages in the public policy process according to William N. Dunn (2003) start from agenda setting, policy formulation, policy adoption, policy implementation and policy evaluation.

Bulukumba Regency issued Regional Regulation number 16 of 2014 concerning gender mainstreaming and Regent regulation number 53 concerning technical guidelines for implementing regional regulation No. 16 of 2014 concerning gender mainstreaming. Through this Perbup, the Bulukumba Regency government implements PUG values from various stages which culminate in the Regency APBD. In 2021, Bulukumba Regency won the Anugrah Parahita Ekapraya (APE) award by the Ministry of Women's Empowerment as a form of appreciation for regions that are considered successful in efforts to realize gender equality.

Preparation of the agenda or agenda setting is used as an arena to see how far PUG is implemented in allocating budgets in the APBD. Agenda Setting itself is the starting point for Public Issues to enter into the flow of policy discussion. Agenda Setting becomes a forum for determining and classifying issues that will be the government's concern. Furthermore, the agenda setting in the process is filled with political dynamics that aim to direct the policy. The stages of this process involve many parties ranging from individuals, groups and institutions. Even though it is a region that is considered concerned with gender development, Bulukumba Regency is in fact has not been maximized in terms of budget allocation .

**Table 1.** Summary of Bulukumba Regency's 2021 APBD

Regency Government Affairs	Total Expenditure
Government Compulsory Not Related to Basic Services	87,767,427,998
Women's Empowerment and Child Protection	3,650,988,876

Source: processed from the 2021 Bulukumba's APBD draft

In the table above, it can be seen that of the total IDR 87,764,427,998 funds that were budgeted for mandatory government affairs that were not related to basic services, only IDR 3,650,988,876 or around 4.2% were allocated for empowering women and children. When viewed from the 18 budget allocations for mandatory government affairs that are not related to basic services, women's empowerment and child protection are in the 6th lowest position. Departing from this explanation, this study discusses how the implementation of PUG in the agenda setting of the APBD discussions in Bulukumba Regency.

## 2 Methods

The method used in this research is a literature study by collecting as much data as possible from research journals, books and other scientific works related to gender mainstreaming in the agenda setting in the discussion of the 2021 Bulukumba Regency APBD. In (Putrihapsari & Fauziah, 2020) defines literature study as research conducted by examining various literature studies needed in research. After getting some data relevant to the writing, the writer conducts content analysis. Content analysis is where the researcher examines a text objectively to get an overview of the content as it is, without the intervention of the researcher (Jumal Ahmad, 2018). Sources of data obtained from this research come from primary data (research results, journals and other scientific works) as well as secondary data (supporting data from regulations, government legal basis, books and so on).

### **3 Results and Discussion**

Gender Mainstreaming agenda setting in the APBD discussion is carried out to ensure that there is justice and equality for men and women in various aspects of social life. In this context, the implementation of PUG in the APBD is reflected from RPJMD, RKPD, KUA-PPAS and RKA SKPD. The entire flow of this discussion in a theoretical approach is interpreted as part of the agenda setting that leads to the making of policies. Agenda setting broadly involves two parties in the process, policy-making actors and the people who are affected by the policy. The actors and the peoples each have different interests, even between fellow actors also guard their respective interests.

Presenting an agenda setting related to budgeting that pays attention PUG principle includes several prerequisites, namely, commitment from policy makers, disaggregated gender data, guidelines for preparation, capabilities of planners and implementers as well as monitoring and evaluation. The RPJDP of Bulukumba Regency states that all existing potential will be utilized in order to increase people's prosperity, this potential will be optimally managed and empowered so that it can really be used to minimize current obstacles and future development challenges. By prioritizing the equal rights of all people. The government's commitment in the context of regional regulations has included the PUG value, the commitment of these rules to the practice of agenda setting is not running optimally.

In essence, agenda setting is a discourse battle between actors in determining issues that will be included in policy discussions. Based on John W. Kingdon's agenda setting theory (2003), there are three streams in the agenda setting stage, namely the problem stream, policy stream and political stream. According to Kingdon, these three streams form the core of the agenda setting, these three streams determine the process of various issues that lead to policy making. These three streams were used to see the implementation of PUG in the discussion of the Bulukumba Regency APBD.

#### **3.1 Problem Stream**

Community life is filled with a series of causal events, some of which are in fact seen as discrepancies by society. The discrepancies that are experienced by many people is then defined as a problem. Problems in social life are complex and varied, some of these problems are silenced, some are covered by other issues that are considered more important. Kingdon in this case emphasizes that a problem is considered important if the majority of people judge that the problem must be resolved through an action. The intended action is to present a policy that is expected to be able to overcome the problem. The problem referred to in this study is gender-inequitable budgeting.

Most of the regional apparatuses in Bulukumba Regency are not optimally able to understand and implement PUG in the preparation of programs and budget preparation. This is influenced by the capacity of the existing bureaucracy, government officials still do not understand how to use gender analysis in program implementation. Not only in the scope of the bureaucracy, the problem of understanding gender-equitable budgeting issues is still lacking in the society. This can be an indicator for assessing the breakdown of the socialization process carried out by the government down to the village level in understanding PUG. This condition is exacerbated by the lack of coordination between the various sectors of the regional apparatus.

If it is understood, the process flow of the formation of the APBD starts from the community level, in this case the musrembang forum. Musrembang is a space for participation and channeling community aspirations. The lack of public knowledge makes the musrembang forum a formality agenda so that it does not produce effective results. The general public's

understanding of PUG tends to be partial, sectoral and not yet integrated. There are also not many interest groups in Bulukumba Regency that place the focus of their movement on PUG issues in preparing for the APBD. Furthermore, in the RKPD of Bulukumba Regency it is stated that one of the problems faced in maximizing PUG is the lack of access for women to basic services and economic resources. This makes the women movement is not going as it should be. The use of disaggregated data that is not maximized results in the determination of strategic issues and beneficiaries being inappropriate. The absence of data as a foundation makes the discussion in the agenda setting undeveloped and not based on facts.

### **3.2 Policy Stream**

The issue of gender justice and gender equality in the context of budgeting in the policy stream is one of the focuses of the Bulukumba Regency government, this is stated in the Perbup, Perda, RPJMD, RKPD, KUA-PPAS and RKA SKPD which always emphasize attention to PUG. With the implementation of PUG, Government policies will focus more on the different needs of men and women. Another utility that has been obtained is the availability of a wider space for the community to be directly involved in gender issues. With the concept of PUG in place, the optimization of gender potential will run optimally.

In the context of policy flow, Bulukumba Regency is still a regency that is responsive to gender issues. This can be seen from the seriousness and commitment of the Bulukumba Regency government in implementing Presidential Instruction No. 9 of 2000 and Minister of Home Affairs Regulation No. 15 of 2008. It can be seen from several policies issued by local governments that support the implementation of PUG. Such as Regional Regulation number 16 of 2014 concerning gender mainstreaming and Regent regulation number 53 concerning technical guidelines for implementing regional regulation No. 16 of 2014 concerning gender mainstreaming.

Furthermore in the Bulukumba District Regulation No. 53, it is stated that the budgeting technique must go through two stages, namely the gender analysis stage and the preparation of a gender budgeting statement. Gender analysis is intended to examine the issue of gender gaps in all activity outputs within the scope of Bulukumba Regency. From several government sectors in Bulukumba Regency, the stages above were not found. The Regency Government through the Women's and Children's Empowerment Service has also formed a gender data team and a PUG Working Group whose task is to maximize the implementation of Gender Mainstreaming in all sectors. The above working groups are meant to be present in all SKPDs in the scope of government, even down to the village level.

The village leaders in this Perbup are also mandated to make reports on the results of PUG implementation in their respective areas. This report is submitted to the Head of Subdistrict and then continues up to the regent. The Report is intended to include work programs related to PUG, results achieved, obstacles encountered and efforts made to overcome existing obstacles. The document search conducted by the author did not indicate the discovery of the related documents referred to above. The policies were not conveyed thoroughly to the village level according to what was mandated in the rules, as a result the agenda setting process which was supposed to summarize various perspectives related to Gender Mainstreaming from the community at the village level was disconnected and only had a top to down flow.

### **3.3 Political Stream**

The discussion of the APBD is a crucial process in passing personal or group interests, so that conflicts between actors cannot be avoided. This also applies to Bulukumba Regency, all processes leading to the preparation of the APBD are inseparable from conflict and contestation

by various interested actors. The involvement of various parties, in this case policy makers, makes the process of setting the agenda in preparing the APBD no longer prioritizes PUG principles. It is undeniable that the involvement of powerful parties with their respective interests makes the space for people that really fight for a budgeting that meets PUG principles to become narrower and more limited. In the process of setting the agenda for preparing the APBD, the policy makers, in this case the executive and legislative branches, are the most dominant parties. The lack of budget allocations at the Women & Children Empowerment Service is certainly one of the consequences of PUG not being optimal in the agenda setting process of the APBD discussions.

Gender issues are not seen as an urgency and a top priority for many stakeholders in Bulukumba Regency. In practice, the government of Bulukumba Regency has conducted Gender Responsive Planning and Budgeting (PPRG) training activities, although they are less effective. This is indicated by SKPD's lack of ability to implement PUG principles. Issues in society need to go through a political process characterized by a process of interest transactions. In the political stream, there is a process of bargaining between stakeholders, this bargain is used to obtain support that can ensure their interests are accommodated. This interest transaction will make those who are more dominant shift other actors who are politically weaker, including shifting issues guarded by the weaker political actors.

Government decision-making should not wait for the emergence of demands from the people. The government's work process is systematically expected to be able to see the problems that occur in the community so that the process of classifying priority problems is carried out. Acceptance of the concept and urgency of drafting a budgeting based on PUG principles cannot be separated from the political position of the policy makers. Public awareness of the principles of participation is one of the government's tasks in conducting outreach. This has become one of the failures of the current political agenda setting the implementation of PUG in the discussion of the 2021 Bulukumba Regency APBD.

#### **4 Conclusion**

Implementation of PUG in agenda setting based on Kingdon's agenda setting theory explained that the flow of PUG problems in the APBD setting agenda in Bulukumba region was constrained at the bureaucratic level and in the community. In theory, Kingdon explained that agenda setting works well when the three streams meet at one point. In the policy stream, it was found that the regional government of Bulukumba regency had issued several policies as a stance in supporting the implementation of PUG in Bulukumba region. This policy was issued in the form of Perbup, Perda, RPJMD, RKPD, KUA-PPAS, RKA SKPD and others. As well as political streams, it was found that the preparation of the APBD, which takes a long time, often creates dynamics in the drafting process. The actors involved in preparing the APBD cannot be separated from interests. Transactional politics that play within the scope of office holders often underestimates things that are urgent in society, in this case the application of PUG values in preparing the APBD in Bulukumba Regency.

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