

## Participatory Approaches in the Formulation of Public Policy at Nagari Governance Level

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### ABSTRAK

Unit penyelenggaraan pemerintahan terkecil di Sumatera Barat tidak dikenal sebagai pemerintahan Desa tapi Pemerintahan Nagari. Sumatera barat memakai nama Pemerintahan Nagari sebagai respon dari pelaksanaan otonomi daerah yang memberikan kebebasan pemerintahan daerah untuk mengelola pemerintahannya sesuai kearifan lokal masing-masing. Penyelenggaraan Pemerintahan Nagari yang menyertakan unsur adat dalam penyelenggaraannya merupakan pembeda antara Pemerintahan Nagari dan Pemerintahan Desa, namun secara administratif kedua lembaga ini mempunyai tugas pokok dan fungsi yang sama. Dalam hal pembuatan kebijakan publik (formulasi kebijakan), masih ada unsur adat dalam proses formulasi kebijakan tersebut. Dalam pembuatan peraturan nagari ini Sumatera Barat melibatkan beberapa aktor, antara lain: Walinagari dan perangkatnya, BPRN (badan perwakilan rakyat nagari) dan KAN (kerapatan Adat nagari). Hal yang sering terjadi adalah banyak sekali pemerintahan nagari yang mengeluarkan peraturan nagari berdasarkan kegiatan rutin, sedangkan peraturan yang sifatnya berasal dari aspirasi masyarakat bisa dikatakan belum ada dalam kurun waktu 2017-2019. Seperti yang terjadi di 6 nagari di kecamatan salimpaung, bahwa belum ada peraturan nagari yang dibuat berdasarkan kebutuhan masyarakat, selama ini peraturan nagari dibuat untuk memenuhi kebutuhan aktifitas rutin seperti penyusunan anggaran nagari dan rencana pembangunan. Fenomena ini menjadi perhatian peneliti karena pemerintahan nagari juga mempunyai tanggung jawab untuk membuat aturan sesuai dengan kebutuhan masyarakat. Peneliti juga ingin mengetahui bagaimana partisipasi masyarakat dalam proses formulasi peraturan Nagari, bisakah peraturan Nagari ini sesuai dengan pilihan masyarakat.

**Kata Kunci:** Pendekatan Partisipatif, Formulasi Kebijakan, Pemerintahan Nagari

### ABSTRACT

*The smallest administrative unit in West Sumatra is not known as the village government but the Nagari government. West Sumatra uses the name Nagari Government to respond to the implementation of regional autonomy, which gives local governments the freedom to manage their government according to their respective local wisdom. It has the same main tasks and functions. In terms of public policymaking (policy formulation), there is still an element of adat in the policy formulation process. West Sumatra involved several actors in making this Nagari regulation, including Walinagari and its apparatus, BPRN (Nagari People's Representative Body), and KAN (Nagari Customary Density). What often happens is that many Nagari governments issue Nagari regulations based on routine activities. In contrast, regulations that are derived from people's aspirations can be said to have not existed in the 2017-2019 period. As happened in 6 Nagari in the salimpaung sub-district, there is no Nagari regulation made based on the community's needs. So far, the Nagari regulations are made to meet the needs of routine activities such as the preparation of the Nagari budget and*

*development plans. This phenomenon has attracted the attention of researchers because the Nagari government also has the responsibility to make rules according to the needs of the community. The researcher also wants to know how the community participates in the process of formulating Nagari regulations, can these Nagari regulations be by the people's choices.*

**Keywords:** *Participatory Approaches, Formulation of Public Policy, Nagari Governance Level.*

## **INTRODUCTION**

Article of 18 UUD 1945 and its explanations contain the journey of regional autonomy in Indonesia. Regional autonomy in Indonesia is an interesting phenomenon to be studied. Regional autonomy has existed since the country founders formulate the country arrangement. Kaloh (J 2007) says that since independence till today, the distribution of power or authority from the central government to local governments is always moving at a different balance point. The enforcement of local government from the beginning until now undergoes many changes. Each local government enforcement is also divided based on the order of the central Indonesian governance itself. Local government enforcement does not decrease in the new order because the governance prefers to apply the guided democracy. Due to the legalization of the guided democracy, the local government experienced some decline because of the concept of nationalization proposed.

In the Indonesian government system, the governmental organizers are shared between the central government and local government. The local government will also be divided into local government levels 1 and 2 (Wahab 2008). The first-level local government is the organizer of the provincial government, while the local government level 2 is the organizer of regional governance. Meanwhile, the smallest governmental organizer in Indonesia is called village governance. Based on regional government law and village law, each village has the authority to replace the word 'Desa' (village) according to the needs in each region. West Sumatra has a local government system that is different from other regions. With the presence of regional autonomy, the local government of west Sumatra replaces the designation 'Desa government' into 'Nagari government' (both means 'village,' only different terms). The governmental enforcement of both governments is the same. The difference is the *Nagari* government also adopted the principles of the customs and culture in its governmental enforcement.

*Nagari* (village) the governance is administratively under the district that is part of the regional organizers. Meanwhile, *Nagari* is not part of the regional organizers if it is in the structure of the city government. In contrast to the subdistrict, *Nagari* has the right to control

its won region more widely. *Nagari* is a form of mini-republic Abdul Kadir (Usman 2011). *Nagari* governance is the enforcement of government affairs to regulate and manage the interests and provide services to the local society. In a *Nagari*, there is *Kerapatan Adat Nagari* (*Nagari* customary density, henceforth KAN), the institution whose members are *Tungku Tigo Sajarangan*. *Tungku Tigo Sajarangan* is the representative of village people consisting of alim ulama (clerics), *Cerdik Pandai* (intellectuals), and *Niniak Mamak* (tribal leaders in the *Nagari*).

For legislation, *Badan Permusyawaratan Rakyat Nagari* (People's Consultative Board of *Nagari*, henceforth BPRN) is formed, another name of *Badan Permusyawaratan Desa* (Village Consultative Body, henceforth BPD). In the enforcement of its duties, BPRN with BPD does not have a different role. The difference is the selection of BPRN members considering various conditions, including customary and cultural conditions. Therefore BPRN elements consist of *Alimulama* (clerics), *Cerdik Pandai* (intellectuals) and *Niniak Mamak* (tribal leaders in the *Nagari*), youth, and women. In performing its duties as a legislative institution at the village level, BPRN also collaborates with KAN, an institution established on the enforcement needs of custom-based governance. The institution is taking care of matters related to customary issues.

Authority between the *Desa* government and the *Nagari* government makes no difference. Therefore, the rules governing *Desa* governance also apply to the enforcement of *Nagari* governance. Under Law No. 6 of 2014 concerning the village, many authorities of the head of the *Desa/Nagari* are used to make regulations. Among the powers of the head are: To submit a draft of the regulatory plan, to set regulations that have been approved by BPD, to arrange and propose a draft regulation concerning APBD to be discussed and set together with BPD. Based on the regulation, the *Nagari* government also must make *Desa* regulations, while in the *Nagari* government, it is often called *Nagari* regulations (Kusumanegara 2010). However, the thing has not been so visible in the enforcement process of regional governance in West Sumatra because many *Nagari* in West Sumatra can make regulations by the aspirations of their society.

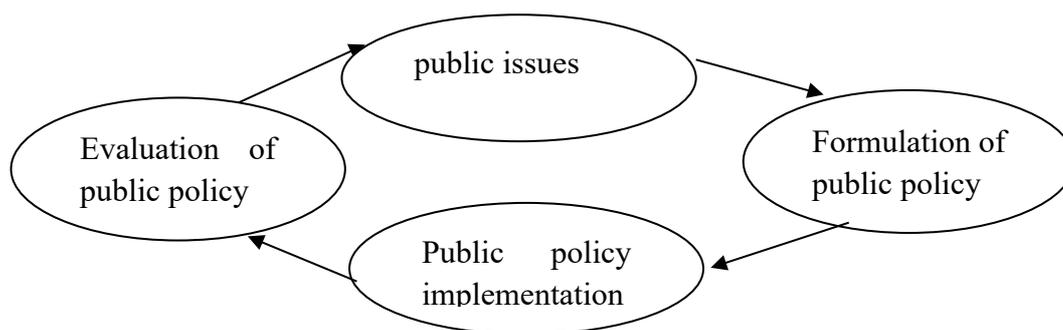
This is evidenced by some of *Nagari* (villages), which are located in Tanah Datar Regency. Many *Nagari* in Tanah Datar Regency during the last three years had never made regulations based on aspirations of the society. The regulations that the *Nagari* had generated are simply based on the routine activities of the government. Meanwhile, the regulation is a powerful tool to improve the welfare of its society. For example, in Salimpaung *Nagari*,

Salimpaung sub-district, Tanah Datar Regency, no regulation had been set in the span of the last three years based on social needs. This raises various questions, whether the government executes its duties properly or not, or even the government does not understand how to make the regulations.

*Nagari* regulation is a product of public policy, so the process and the order of the regulation-making will also be similar to the process and the order of public policymaking. *Nagari* regulation is a legitimate policy made by the smallest government in Indonesia. Public policy is a product of the regulations issued and made by the government, and it is a regulation that binds the whole society. According to Thomas R. Dye in Riant Nugroho (Riant 2006), public policy is "whatever government chose to do or not to do." Harold Lasswell and Abraham Kaplan "a projected program of goals, values and, practices". David Easton "the impact of government activity". Furthermore, summarized by Riant Nugroho: (Riant 2008)1. Public policy is a policy made by the administrator of the state or public administrator. Thus, public policy is everything done and not done by the government. 2. Public policy is a policy that regulates the common life or public life, not the life of a person or group. Public policy controls everything in the domain of public governance institutions. Public policy organizes joint problems or personal problems or groups that have been the problems for all.

James A. Anderson (Anderson 1970) defines public policy as "a purposive course of action Followed by an actor or set of actors in dealing with a problem or matter of concern" (James E. Anderson, 3), and Chandler & Plano: "Public policy is the utilization of resources that exist to solve the problems of public and government ", as well as Peterson:" the policy of the public, in general, can be seen as the government's actions in dealing with the problem by directing attention to "who gets what, when and how". Therefore, public policy has the goal as "a form of continuum intervention from the government for the interests of those who are powerless in society so that they can live and participate in government" (in Keban, 2008.60). William n Dunn (Dunn 2003) describes the process of public policy as follows:

Figure 1. The Process of Public Policy



Source: (Dunn 2003)

From the chart above, it is known that there are three primary stages in the making of public policy, namely the formulation, implementation, and evaluation. Policy formulation is an initial stage in the process of public policymaking, where the formulation process desperately needs special attention because whether a policy is good or not is determined at the policy formulation process (King 1985). In this article, the *researchers* will focus on policy formulation using a participatory approach in *Nagari* governance in West Sumatra.

The regulations, in this case, could be an alternative to improve the welfare of society. In this way, the *researchers* wanted to know how the policy formulation process runs at the *Nagari* level, whether society's aspirations become one of the considerations in the policymaking, and whether any society is involved in the process of the formulation of these regulations (Kusumanegara 2010). For these reasons, it is important to see the application in the scope of governance. If the regulations are rarely issued, so how the government can accommodate the aspirations of the society itself, and whether the society's interests also becomes the government's concern in preparing its future vision and mission. The *researchers* will emphasize applying a participatory approach in regulation-making in the Salimpaung *Nagari* Tanah Datar Regency.

## RESEARCH METHOD

The research is qualitative. According to Sugiono (Sugiyono 2013), the qualitative research method is a research method that is based on the philosophy of post-positivism, used to examine the condition of natural objects. Qualitative research can be used to uncover and understand something behind the phenomenon Strauss and Corbin, (Strauss and Corbin 1997). Holistically and descriptively in the form of words and language, a special natural context, and using various natural methods Moleong (Moleong 2019). This method is used to generate the data collected, and its analysis is more qualitative in the forms of written and spoken words from the parties concerned.

## RESULT AND DISCUSSION

Salimpaung district is a district located in Tanah Datar Regency, West Sumatra. Tanah Datar Regency until now is dubbed as *Luhak Nan Tuo*, which means that it is the oldest area in West Sumatra. With the attachment of the Regency as the oldest area, so its government system is closely associated with Minangkabau customary elements.

It also greatly affects governance in Salimpaung District. As a district that tightly upholds its customs, a lot of problems are solved with the customs. KAN Objections in the

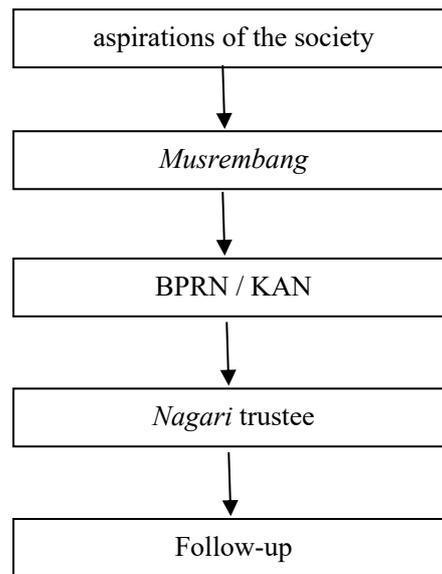
government are very influential in accommodating the aspirations of the society who will contribute actively in the regulation-making. In Salimpaung District, there are 6 *Nagari*. They are *TabatPatahNagari* as the capital of Salimpaung District, *Salimpaung Nagari*, *Situmbuk Nagari*, *Sumanik Nagari*, *Lawang Mandahiling Nagari*, dan *Supayang Nagari*. Each *Nagari* has its own offices and work areas, respectively. Each *Nagari* is led by a *Nagari* Trustee who is directly elected in the simultaneous election in Tanah Datar Regency in 2017.

*Nagari* trustees who recently occupied an office in Salimpaung District villages are fresh *Nagari* trustees who have occupied an office for about one year. However, some old *Nagari* trustees were elected again in the simultaneous election. In the formulation process of public policy, *Nagari* regulations involving *Nagari* trustees as BPRN and KAN. These three agencies will collaborate to arrange the regulations. The arrangement of the regulations basically involves all aspects of the government elements, but it is the three agencies that will discuss the regulatory plans. Salimpaung *Nagari* is one of the *Nagari* located in Salimpaung District, which implemented the simultaneous elections last year. Salimpaung *Nagari* is one of the *Nagari* that has a new *Nagari* trustee who occupies the office.

Salimpaung governance consists of 11 governmental members, 9 BPRN members. These actors later will play roles in the formulation process of public policy in the Salimpaung *Nagari*. From interview results and our observations in the formulation of Salimpaung *Nagari* regulations, the following facts were found. In Salimpaung *Nagari*, during Marjohan's role as a *Nagari* trustee, he has never formulated a *Nagari* regulation besides routine work regulations. The government has made no regulation during the past year. This phenomenon is a thing that is not good for the performance of a government. One of the main tasks of the government is to make the regulations that society needs. With the presence of governmental regulations, it means that it can accommodate the aspirations of the society and appreciate it in the form of regulations that will be useful also for the welfare of society.

Considering the governance, which is still young, there is no regulation made during the one-year tenure. The government has accommodated society's aspirations. However, it did not reach the stage of regulation-making. The government usually carries out the society aspirations filtering with the Musrenbang platform, in which all elements of the organizers of government and society representatives attend the meeting. In this Musrenbang agenda, many things related to the needs of society are discussed and find the solutions, even though there have been no solutions that are in the form of *Nagari* regulations. The order of voicing up society's aspirations in Salimpaung *Nagari*:

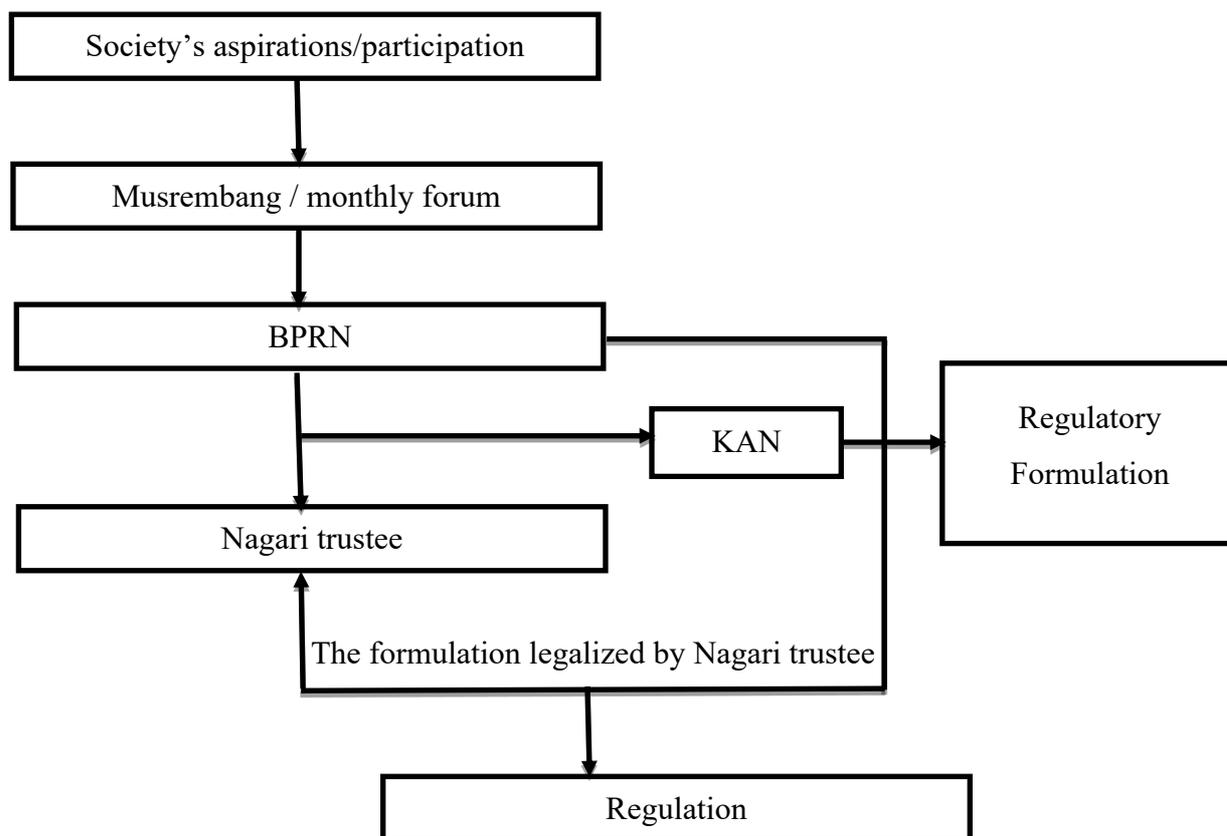
Figure 2. The Order of Voicing Up Society's Aspirations in Salimpaung Nagari



From the order above, we can know that the Nagari trustee has followed up the aspirations of the society. Still, the follow-up is only direct action by the Nagari trustee, not the regulation. The use of the participatory approach in accommodating society's aspirations, in this case, is already visible. Based on the field observation, it was found that the level of social participation toward governmental enforcement has been good. This is evidenced by the society's enthusiasm to participate in various activities undertaken by the government; the input of the society has been accommodated in various forum meetings. Public participation should be a priority in governing Nagari that is basically the government that is closest to the society. Nagari government is the smallest and the closest government to society. This allows a more intensive interaction between the governmental organizers and society. The interaction will eventually become a platform for accommodating the aspirations and participation of society.

In the formulation of public policy, a participatory approach is an approach that examines how the aspirations of society become the input in the formulation of public policy. In the formulation of Nagari, regulations are also like that. Society's participation and aspirations should be accommodated and used as input in regulation-making. With the participation of the society in making regulatory plans, at least the regulations are made in accordance with the needs of the society. Finally, the impacts of the implemented regulations are positively felt by society. The following should be the society's aspiration order up to the formulation of regulations:

Figure 3. Aspiration order up to the formulation of regulations



From the chart above, we can conclude that the regulation-making should come from society's aspiration/participation, which is voiced up in the official forum such as *Musrenbang* and monthly meeting, which subsequently accommodated by BPRN and discussed together with *Nagari* trustee and KAN so that the formulation of the regulation is finally approved by the *Nagari* trustee to become a regulation. With the passage of such schemes above, it is expected that *Nagari* regulation will emerge because of the desire of the society and will later be helpful to improve the welfare of the society as well.

## CONCLUSION

From the results of the research and the field observations, it can be concluded that the aspirations and participation in *Nagari* Salimpaung are already executed, and many of them have been followed up by the *Nagari* trustee. But the aspirations are not yet transformed into regulation. This happens because of many factors, such as the government's tenure, which is still *young* and lacks insight into the government in drafting the regulations. The level of society's participation in governmental enforcement can already be considered good because society has shown a lot of concern and participation in the activities organized by the government. The next duty of the government is on how to transform society's aspiration into

a regulation.

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