



Governance of the National Development Planning and Budgeting Synchronization Network

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Abstract

Development is a human activity that has complex problem dimensions, continues to change dynamically and contains wide differences in substance. Every country in carrying out the development process requires a set of values or goals to be achieved as a reflection or representative of the common interests/decisions of its people. The aim of the research is to find out how appropriate national development planning and budgeting synchronization network governance is in Indonesia. This research will use a post-positivism research approach and use qualitative methods. Research location at the center (Bappenas, Ministry of Finance, Ministry of Home Affairs), representatives of Regional Government actors and other agencies/institutions in the regions involved such as representatives of BPK/BPKP DPR/DPD, Community Organizations/Academics). The resources possessed in the national development planning and budgeting synchronization network can be concluded that the main resources that play an important role in the network are: (1) the availability of professional planning human resources; (2) budget availability to manage planning programs/activities.

Introduction

Development is a human activity that has complex problem dimensions, continues to change dynamically and contains wide differences in substance (Amilia et al., 2020). Every country in carrying out the development process requires a set of values or goals to be achieved as a reflection or representative of the common interests/decisions of its people. To achieve and implement these shared decisions or values, each country tries to develop ways of governing, moving, directing or managing available resources (human, financial, material) effectively and efficiently. This is where it is important for the Government to be able to prepare a systematic, credible and implementable development plan to achieve the ideals and objectives as well as the people's trust (Rozi et al., 2019).

In administrative studies, development planning is one of the pillars or building block theories of developing the concept or theory of development administration or development administration (Rahayu & Ramdani, 2021). The development administration concept sees the success of the development planning process as influenced by the development of the administration system (Gulo & Wau, 2023).

Administrative theories themselves see the problems surrounding the development planning process as lying in the decision-making stages and the capacity of the decision implementers, namely administrators (Siregar, 2022). In this case, public administration directs its research on the right way so that the planning process can be managed effectively and efficiently, both in terms of managing its resources and in achieving the desired goals. The framework of thinking is the same as an organization that requires planning and allocating resources to achieve organizational goals. In this case, public administration focuses on the issue of whether

administration is part of or separate from politics, how to apply the size of private organizations to public administration, and how the governance paradigm emphasizes the role of citizens and the private sector in the administrative process (Zein & Septian, 2023).

Public administration is not just talking about actors and institutions but is starting to question the effectiveness and efficiency of the development planning process itself. The issue is related to the failure of the planning system when faced with the reality of achieving outcomes or results from the planning process in developing countries (Djuanda, 2020).

Seeing that the failure to implement development planning is due to differences in orientation in the relationship between government subsystems in the development system, such as the separation between the planning and budgeting subsystems. The difference in orientation between planning institutions and the ministry of finance, where the ministry of finance in budget planning tends to think short term, while the planning institutions think too theoretically and idealistically (Oktavia, 2020). The phenomenon of rivalry between planning and budgeting institutions and bureaucracy is a phenomenon in many countries, not just developing countries. The national development process starts from the planning and budgeting stages. Planning is a process for determining appropriate future actions, taking into account the resources available to realize the stated goals. Meanwhile, budgeting is the process of allocating limited resources from the many development goals that have been planned. In its implementation, good planning will be useful if it is balanced by the provision of resources, including an adequate budget (Sutrisna, 2020).

Planning and budgeting are part of government management which can be designed to realize efficiency and effectiveness in the development process in realizing national goals and ideals (Qasanah, 2023). The government designs a planning system that contains vision, mission, strategy, policies, programs and activities which must be in an integrated process order and even integrated with the budget.

Achieving national development targets is greatly influenced by the process of integration, synchronization and synergy of national and regional planning and budgeting, but in practice, national and regional development planning and budgeting are not integrated into one good function. In this research, the concept of governance capability will be used as an aspect that can increase network effectiveness, to complete the effectiveness model.

Methods

This research will use a post-positivism research approach and use qualitative methods. In this documentation study, researchers studied a number of documentation, both technical and non-technical, including journals, papers, academic manuscripts and dissertations which were deemed suitable and appropriate in order to strengthen the theoretical framework of the research. Researchers also study various other documents in order to support the achievement of quality research results, including regarding legal regulations at various levels. Data collection in this research is limited to the scope of actors in the development planning and budgeting synchronization network at the center (Bappenas, Ministry of Finance, Ministry of Home Affairs), representatives of Regional Government actors and other agencies/institutions in the regions involved such as representatives of the BPK/BPKP DPR/DPRD, Organizations Society/Academics).

Results and Discussion

Network Integration

Actors involved in the national development planning and budgeting synchronization network, based on the results of interviews with informants in this research can be seen in the following table:

Table 1. Actors in the National Development Planning Synchronization Network

Institution	Initials Informant	Description
Ministry of Home Affairs	JW	<p>“If it's related to how many actors there are, it might be a bit difficult for me to say the number, ma'am. But in principle, when it comes to synchronization, at the Center there are 3 core Ministries, namely, Bappenas, Ministry of Finance, and of course at Kami ma'am, Ministry of Home Affairs. So, at Bappenas, we usually often coordinate with the Regional Deputy, under whom there are 5 Directors, ma'am. Then with the Ministry of Finance, perhaps at the Directorate General of Finance we will also have more coordination with the DJPK, especially regarding DAU, DAK, Balancing Funds, and transfer funds to regions or villages. Meanwhile, for us, at the Ministry of Home Affairs, there are 2 echelon 1 units which are specifically responsible for synchronizing planning and budgeting. Firstly, development planning lies with us at the Directorate General of Regional Development. The second one related to budgeting is with our colleagues at the Directorate General of Regional Financial Development. So that's the general outline, ma'am." The Second Directorate General and the Directorate General of Regional Development are given the authority to coordinate development planning in the regions, so if you want to count how many actors there are, maybe there are a number of regional governments in Indonesia ma'am. Apart from that, the regional government also has to coordinate with other ministries/technical institutions, so that's how many actors are involved in my opinion.</p>
Bappenas	AA	<p>“Regarding the actors involved in the process of synchronizing budget planning at the central level, apart from us at Bappenas, in fact the identification of the actors is the Ministry of Finance, yes, but when it comes to regions, of course ladies and gentlemen at the Ministry of Home Affairs are also involved. If you look at PP 17 of 2017, there</p>

		is involvement of the Coordinating Ministry, yes, there is BPK, BPKP, DPR, in fact they are also actors involved, of course, but from the central government side there are three ministries, yes, because the Regional Government itself carries out the planning in the Regional Government law. There are also detailed regulations based on the Minister of Home Affairs Regulation as well as the Ministry of Finance as well, but from the local side there is no derivative or derivative Ministerial Regulation of Bappenas regarding regional planning, but in the planning law it also touches on regional issues.”.
		Look at PP 17 of 2017, there is the involvement of the Coordinating Ministry, yes, there is the BPK, BPKP DPR, in fact they are the actors involved too, of course, but from the central government side there are three ministries, yes, because the Regional Government itself carries out the planning in the Regional Government law. There are also detailed regulations based on the Minister of Home Affairs Regulation as well as the Ministry of Finance as well, but from the local side there is no derivative or derivative Ministerial Regulation of Bappenas regarding regional planning, but in the planning law it also touches on regional issues.”.
Local Government	RM	“In the process of synchronizing development planning and budgeting in Indonesia, especially in district/city areas, development planning involves various stakeholder sectors (stakeholders) including the Central Government, Regional Government (Provincial and District/City), Regional Apparatus Organizations (OPD), Forkopimda, Elements DPRD, also includes the Village Government. Private Elements, namely Companies with activities in the area, both small and large scale, and Community Elements”.

DPR	TNA	The DPR's involvement in development planning and budgeting is more about discussing the APBN Bill, Ms. In that meeting, the DPR Banggar discusses the APBN Bill with all its components, so later all factions usually give their views on the APBN draft which has previously been discussed by a number of working committees (Panja) . then the Government and the DPR Budget Body will agree on the APBN Bill to be discussed at the DPR Plenary Session
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Source: Research Results processed by Researchers, 2023

Based on the description of the results of interviews with informants above, it can be concluded that the actors involved in the development planning and budgeting synchronization network can be differentiated based on the level of government. First, namely the network actors at the central government level who act as managers in the network are the Ministry of National Development Planning/Bappenas, and the Ministry of Finance. These two actors coordinate all technical K/L actors in terms of synchronizing development planning and budgeting. Apart from these Ministries/Agencies, the DPR and BPK also have their own roles in the process of synchronizing national development planning and budgeting, namely in terms of supervision. Second, namely at the regional government level involving regional government actors, Provincial/Regency/City and DPRD and Village Government. Apart from actors from the central government and regional governments, there are also actors involved from the private sector/community organizations. Things that must be integrated into the national development planning and budgeting synchronization network, based on the results of interviews with informants, can be seen in the following table:

Table 2. Integration in the National Development Planning and Budgeting Synchronization Network

Institution	Initials Informant	Description
Bappenas	AA	“Law 25 has its own PP and UU No. 17 also has it, and no one has yet combined these two regulations so that the momentum of PP 17 has finally given rise to the RSPP budget planning system, one of which really makes a difference. crucial in the architecture of program planning and budgeting and activities/institutions”
Ministry of Finance	AP	“With the existence of Government Regulation No. 17 of 2017, regarding the synchronization of planning and budgeting, it is very good, which means it also provides opportunities for other ministries/institutions to strengthen their coordination. Therefore, in the future, cooperation between Bappenas, the Ministry of Finance and the Ministry of Administrative and Bureaucratic Reform, we have held several meetings with the spirit of integration into one keyword. And with better coordination, we have confidence that not only in the

		context of money but in a broader context it can also be done and what is even more challenging is integration with local government”
Ministry of Home Affairs	JW	“Hmm... actually there are several points, ma'am, maybe we will divide them first based on the planning period, ma'am. In the long term, from the RPJPD to the RPJPN, we are in the process of making SEB Aligning the Minister of Home Affairs with Bappenas. Well, some of the substances that have definitely been harmonized up to now are called the main targets, the direction of regional development policy with the national region. So, for the medium term, or from RPJMD to RPJMN, we align the substance of the vision, mission, goals and targets, then there must be indicators in that too, ma'am. For annual purposes, from RKPD to RKP, we usually align it down to the level of programs, activities, sub-activities and indicative ceilings to support the annual national priorities”.
Local Government	RM	“The important role of Regional Government in integrating national development planning and budgeting in Indonesia includes the preparation of RKPD that is synchronous with the RPJMN. Regional governments are responsible for preparing Regional Government Work Plans (RKPD) which include regional development priorities by taking into account the stated directions and objectives stipulated in the National Medium Term Development Plan (RPJMN)”.

Source: Research Results processed by Researchers, 2023

Based on the description of the interview results and the results of the analysis of the literature review in this research, it is concluded that the basic thing that must be the focus in the governance of the development planning and budgeting synchronization network in Indonesia is how to improve the integration of planning and budgeting, which is more qualified and effective in order to achieve development targets. according to the President's vision and mission as outlined in the RPJMN and RKP using a thematic, holistic, integrative and spatial approach, as mandated in PP No. 17 of 2017. The network integration process in this research is focused on two things, namely: (1) planning integration development with national budgeting; and (2) integration of regional development planning into national development planning. This is in line with what was conveyed by Bappenas, that: "The reality of a planning process that is not integrated with budgeting has been realized by internal government and non-government circles.

One of the reasons is that the planning process has so far been under the coordination of Bappenas, while budgeting has been under the coordination of the Ministry of Finance. This condition raises a number of problems in development planning. Planning and budgeting are regulated by separate laws and carried out by different ministries, causing a disconnect between planning and budgeting to date. As a result, planning documents do not necessarily become the only reference for budget preparation. Philosophically, there are fundamental differences

between the SPPN Law and the KN Law. The SPPN Law makes programs the basis for thinking, while the KN Law makes the function (of each K/L) the basis for budget preparation." (Bappenas, 2015).

Differences in the orientation of the management and implementation of planning and budgeting processes have implications for the emergence of problems of fragmentation or not being properly integrated between the two processes. This fragmentation has made it difficult for the government to build an integrative process between planning and budgeting documents.

The process of integrating national development planning and budgeting administration

The development planning system in Indonesia is regulated through various laws which include regulations at the planning, budgeting, implementation and evaluation stages of development. Planning and budgeting are two things that actually form a package of stages. Good development activity planning will not be successful without budget support. Because the budget is an important instrument to achieve state goals.

In order to improve the quality of planning and budgeting, planning reforms continue to be carried out. The first planning and budgeting reforms were marked by the issuance of Law Number 17 of 2003 concerning State Finances, Law Number 1 of 2004 concerning State Treasury, Law Number 15 of 2004 concerning Auditing Management and Responsibility of State Finances, and Laws Invite concepts, planning and budgeting processes. Number 25 of 2004 concerning the National Development Planning System. These four laws mandate very fundamental changes, both

By referring to the mandate stipulated in the State financial management policy, the budgeting system is obliged to implement three budgeting approaches, namely: (1) integrated budgeting; (2) Medium Term Expenditure Framework; and (3) Performance Based Budgeting.

Resource Availability

Table 3. Resources in the National Development Planning and Budgeting Synchronization Network

Institution	Informant's Initials	Description
Bappenas	RT	“The planning document was made by the Functional Planning Officer, not consulted, or a third party, right? If you have a reliable planner, that's your job to create a planning document. So, for planners at the top or senior level, the main expert acts as a CACA (collaborator, analyst, coach and advisor). So, if you have a main expert in your place, then it's like this, they are JFT's working partners, be it JFT Pratama, Intermediate, Head of Agency, or if in the region, Governor, Regent/Mayor.
Ministry of Home Affairs	JW	“If we are in Bangda, there are budget resources for activities, human resource resources for evaluators and there are also authority resources related to issuing recommendations, ma'am..

Ministry of Finance	AP	The main resource is definitely the budget ma'am, the development planning budget has been allocated to each Ministry/Agency and regional government to be managed in accordance with their respective duties and authorities. In the central government the budget comes from the APBN, while in the regions it comes from the respective APBD, ma'am. Regarding the amount of the ceiling, it depends on the leadership's policy and the capabilities of each K/L and region.
Local Government	RM	“Resources that can be used to ensure effective synchronization include: Human Resources, abilities, knowledge and expertise of government officials, supervisors, academics and practitioners in various fields involved in planning and budgeting. Use of technology for monitoring, reporting and project management, such as management information systems, technology-based applications and online platforms. Funds allocated by the central and regional governments for development projects, including funds from the APBN and APBD. Previous Experience, Learning from projects.

Source: *Research Results processed by Researchers, 2023*

Based on the results of interviews regarding the resources owned in the national development planning and budgeting synchronization network, it can be concluded that the main resources that play an important role in the network are: (1) the availability of professional HR planners; (2) budget availability to manage planning programs/activities.

Conclusion

Based on the research results, the author concludes that: The national development planning and budgeting synchronization network relies on professional planning human resources and budget availability in managing planning programs/activities.

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