



Does the System of State Planning and Budgeting Support the National Development Planning System? (A Case Study on The Major Project for Accelerating the Reduction of Maternal Mortality and Stunting)

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ABSTRACT

The national expenditure planning and budgeting system is designed to support the national development planning system in achieving state objectives. This study assesses how well this system supports national development planning by comparing its products, namely the Ministry/Agency-Work Plans and the Ministry/Agency-Work Plans and Budgets (Renja-RKA K/L), with those of the national development planning system, specifically the National Medium-Term Development Plans (RPJMN) and the Government Work Plans (RKP). The study focuses on the Major Project for Accelerating the Reduction of Maternal Mortality and Stunting (MP 15) as outlined in the RPJMN 2020-2024 and RKP for 2022 and 2023. Using a qualitative case study method, the research examines the support provided by the expenditure planning and budgeting system to the national development planning system. The findings indicate that, strategically, the system aligns with national development plans. However, practical implementation discrepancies exist between Renja-RKA K/L and the detailed plans of MP 15 in the RPJMN and RKP. These discrepancies are primarily due to the dominant role of human resources in the planning and budgeting process and the lack of detailed technical regulations and adequate information systems for project monitoring.

Kata Kunci: *perencanaan belanja, sistem penganggaran, perencanaan pembangunan nasional, penurunan kematian ibu dan stunting*

ABSTRAK

Sistem perencanaan dan penganggaran belanja negara dirancang untuk mendukung sistem perencanaan pembangunan nasional dalam mencapai tujuan negara. Studi ini menilai sejauh mana sistem tersebut mendukung perencanaan pembangunan nasional

dengan membandingkan produk-produknya, yaitu Rencana Kerja Kementerian/Lembaga dan Rencana Kerja dan Anggaran Kementerian/Lembaga (Renja-RKA K/L), dengan produk sistem perencanaan pembangunan nasional, khususnya Rencana Pembangunan Jangka Menengah Nasional (RPJMN) dan Rencana Kerja Pemerintah (RKP). Studi ini berfokus pada Proyek Prioritas Percepatan Penurunan Kematian Ibu dan Stunting (MP 15) sebagaimana tercantum dalam RPJMN 2020–2024 dan RKP tahun 2022 dan 2023. Dengan menggunakan metode studi kasus kualitatif, penelitian ini mengkaji dukungan yang diberikan oleh sistem perencanaan dan penganggaran belanja terhadap sistem perencanaan pembangunan nasional. Temuan menunjukkan bahwa secara strategis, sistem ini selaras dengan rencana pembangunan nasional. Namun demikian, terdapat kesenjangan dalam pelaksanaan praktis antara Renja-RKA K/L dan rencana rinci MP 15 dalam RPJMN dan RKP. Kesenjangan ini terutama disebabkan oleh dominannya peran sumber daya manusia dalam proses perencanaan dan penganggaran, serta kurangnya regulasi teknis yang rinci dan sistem informasi yang memadai untuk pemantauan proyek.

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INTRODUCTION

As a nation adhering to a democratic system where decisions are made through deliberation to achieve consensus for the welfare of the people, the attainment of national development goals is always under public scrutiny. According to Law No. 25 of 2004 concerning the National Development Planning System, national development refers to a series of efforts undertaken by all elements of the nation aimed at achieving state goals. Within the same regulatory framework, the National Development Planning System is defined as an integral concept in designing long-term, medium-term, and annual development plans to be implemented by government entities and communities at the central and regional levels.

The Minister of National Development Planning, during a press conference on the 2023 Government Work Plan, stated that development targets are also a fundamental basis for achieving Indonesia's economic transformation. Strategies for achieving these targets include the acceleration of extreme poverty eradication, improvement in the quality of human resources, particularly in education and health, efforts to address unemployment while enhancing job opportunities, stimulation of business sector recovery, industrial revitalization, and strengthening in applied research. Additionally, development strategies encompass environmentally sustainable development, emphasizing carbon emission reduction and climate change adaptation, as well as the acceleration of basic infrastructure development, particularly in providing access to clean water and sanitation. Finally, these strategies involve the development of the new capital, Nusantara (AntaraNews, 2023).

One tool for achieving national development goals is the national financial management system. This aligns with Law No. 17 of 2003 on State Finance, which mandates that the management of state finances be used to achieve state objectives. This financial management includes the planning and budgeting system.

In Indonesia, budgeting plays a crucial role in allocating resources to accelerate economic growth, alleviate poverty, and improve the quality of life. However, the implementation of the budgeting system in Indonesia is still perceived as ineffective and inefficient (Madjid, 2020). As national development challenges become more complex, the Indonesian government has developed various budgeting systems to achieve national development goals, such as performance-based budgeting (PBB), Planning-Programming-Budgeting (PPB), and zero-based budgeting (ZBB). Despite the development of these systems, several challenges remain in their implementation. Marsus & Mas'udin (2020) identify the elements, issues, and benefits of implementing one system, namely Performance-Based Budgeting (PBB), from the perspective of practitioners at the DJA and relevant ministries/agencies. Using system theory, their findings indicate that the most critical factor in PBB implementation is the enhancement of government program effectiveness. However, issues such as difficulties in formulating performance metrics and linking PBB components with budget allocations persist.

In the March 2023 Coordination Meeting of the Audit Board of Indonesia (BPK), was expressed the hope that BPK would support the process of translating national planning into sectoral and regional planning documents, ensuring consistent budget allocation to support development priorities (AntaraNews, 2023). This statement indicates that sectoral and regional planning and budgeting are not yet optimally supporting national planning, necessitating a greater role from BPK in maintaining the quality of development governance, especially in financial management.

With the enactment of the State Finance Law and the National Development Planning System Law (SPPN), each budget user is required to prepare a plan and budget for their respective budget sections. Beyond legislation, subsequent regulations and implementation guidelines in planning and budgeting are formulated to ensure that national expenditure planning is effective, efficient, economical, responsible, and just. Article 3, paragraph 1 of Law 17/2003 mandates that state finances must be managed orderly, adhering to laws, effectively, efficiently, economically, transparently, and responsibly, considering justice and propriety. These regulations require alignment and synchronization.

The role of the planning and budgeting system in national development becomes increasingly important as the Indonesian government faces more complex issues such as poverty, inequality, and energy and food security. Ineffective planning and budgeting cannot address these challenges. Therefore, a study is needed to understand how the planning and budgeting system in Indonesia can support the achievement of national development goals. This will help identify key areas to emphasize and improve in the implementation of the planning and budgeting system to optimally achieve national development goals.

However, our literature review indicates that few studies focus on the consistency of the planning and budgeting system in Indonesia in supporting national development goals. Some studies, such as those by Sugiarto & Mutiarin (2017) and Triyono et al. (2019), focus on planning and budgeting systems but highlight discrepancies and challenges in aligning planning with regional budget allocations.

This study aims to examine the consistency of each stage of the planning and budgeting process in Indonesia in supporting national development goals, focusing on one Major Project targeted in the RPJMN 2020-2024. Using a case study approach on the Major Project for Accelerating the Reduction of Maternal Mortality and Stunting (MP 15), this research seeks to explain how the current planning and budgeting system supports national development planning in Indonesia to achieve state objectives. The study adopts a qualitative research approach with data triangulation from regulatory documents, regulatory implementation, and interviews with relevant stakeholders to understand the support provided by the planning and budgeting system in achieving national development goals.

This research contributes academically by advancing the discourse on the integration of national planning and budgeting systems through the lens of business process theory, logic model frameworks, and agency theory. Practically, the study reveals specific operational gaps, such as tagging discrepancies and inadequate monitoring tools, that hinder effective translation of national priorities into executable budget plans. These insights are crucial for policymakers in Bappenas, the Ministry of Finance, and sectoral ministries to refine both regulations and system applications (e.g., KRISNA and SAKTI) to ensure tighter alignment and more responsive implementation of major development projects. This paper is written into five sections: introduction, literature review, methodology, results and discussion, and conclusion.

LITERATURE REVIEW

National Development Planning System in Indonesia

In management theory, planning is the process involving the definition of organizational goals, the formation of strategies to achieve these goals, and the development of plans to integrate and coordinate all work activities within the organization to achieve these goals (Robbins & Coulter, 2018). A plan is a document that outlines how goals will be achieved, including resource allocation, schedules, and other necessary actions to achieve the goals. Thus, planning is the primary function of management as it forms the basis for other management functions.

In the context of a nation, national development planning in Indonesia plays a crucial role in achieving long-term development goals, realizing public welfare, and addressing various challenges faced by the country. National development, as defined in Law Number 25 of 2004 concerning the National Development Planning System, is the effort undertaken by all components of the nation to achieve national objectives. With proper planning of national development, the government can coordinate various policies and programs needed to achieve a long-term vision for the country. Therefore, a national development planning system is needed to ensure that national development is planned systematically, directed, integrated, comprehensive, and responsive to changes.

Indonesia has a National Development Planning System regulated by Law Number 25 of 2004 concerning the National Development Planning System. According to the law, the National Development Planning System is defined as the procedures for planning development to produce long-term, medium-term, and annual development plans implemented by state and community elements at the Central and Regional levels. The National Development Planning System is implemented based on the General Principles of State Administration and has the following objectives:

- a. Supporting coordination among development actors;
- b. Ensuring the creation of integration, synchronization, and synergy between regions, spaces, times, governmental functions, and between the Central and Regional governments;
- c. Ensuring the linkage and consistency between planning, budgeting, implementation, and supervision;
- d. Optimizing public participation; and
- e. Ensuring the achievement of efficient, effective, equitable, and sustainable resource utilization.

National Development Planning is integratedly prepared by Ministries/Agencies and Regional Governments according to their respective authorities. Based on Law Number 25 of 2004, the stages of national development planning are as follows:

- a. Preparation of the plan;
- b. Plan determination;
- c. Control of plan implementation; and
- d. Evaluation of plan implementation.

The national development planning process will result in the Long-Term Development Plan (RPJP), the Medium-Term Development Plan (RPJM), and annual development plans in the form of the Government Work Plan (RKP). Subsequently, from the national planning documents, the heads of Ministries/Agencies prepare planning drafts for their respective institutions. These planning documents of Ministries/Agencies are in the form of the Ministry/Agency Strategic Plan (Renstra-KL) and the Ministry/Agency Work Plan (Renja-KL). The Renstra-KL is a five-year planning document designed according to the main tasks

and functions, guided by the initial draft of the National RPJM. Based on the Renstra-KL, the heads of Ministries/Agencies then prepare the Renja-KL, which is a one-year planning document that refers to the initial draft of the RKP.

The Relationship between the National Budget Planning and Expenditure System and the National Development Planning System

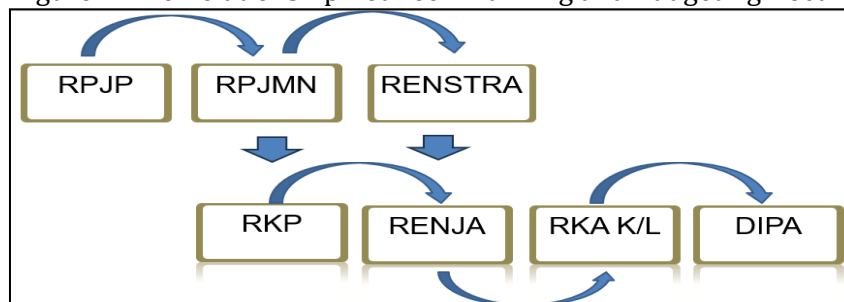
Law Number 17 of 2003 on State Finance, through Article 12 paragraph (2), mandates that the preparation of the Draft State Budget (APBN) be guided by the Government Work Plan. The Government Work Plan is a national planning document for a one-year period as regulated in Law Number 25 of 2004 concerning the National Development Planning System. The State Revenue and Expenditure Budget is the embodiment of state financial management carried out transparently and responsibly for the greatest prosperity of the people. The APBN is prepared according to the needs of state administration or State Expenditure through budget work plans both in Ministries/Agencies and the State General Treasurer.

In preparing the Budget Work Plan, Ministers/agency leaders and the State General Treasurer follow Government Regulation (PP) Number 6 of 2023 concerning the Preparation of Budget Work Plans. The mechanisms, procedures, and technological support used in the preparation of these budget work plans are part of an integrated system of national budget planning and expenditure. According to Article 29 of PP 6 of 2023, Ministers/Agency Leaders prepare their budget work plans (RKA-K/L) based on the RKP, Renja K/L, budget ceilings, and cost standards. Therefore, there is a close relationship between national budget planning and expenditure planning as outlined in the RKA with national development planning.

The planning and budgeting system in Indonesia involve several stages: planning, budgeting, implementation, and evaluation. The planning stage begins with the preparation of the Long-Term Development Plan (RPJP), a 20-year planning document. The RPJP is then detailed into a five-year planning document called the Medium-Term Development Plan (RPJM). Annually, the Government Work Plan (RKP) is prepared, serving as the basis for budget preparation in the form of the Budget Work Plan (RKA).

The budgeting stage involves establishing the state budget through the State Revenue and Expenditure Budget Law (UU APBN). Implementation is carried out by Ministries/Agencies and Regional Governments in executing the budgeted programs and activities. Evaluation is conducted to assess the achievement of targets and performance of the implemented programs and activities.

Figure 1. The Relationship Between Planning and Budgeting Documents



Source: Data is processed, 2023

As discussed in the previous subsection, the preparation of the RPJP, RPJM, and RKP are also documents resulting from the national development planning system. These documents

serve as the foundation for the state expenditure system, which will then be detailed in the RKA and DIPA (Budget Execution Documents). Thus, the documents in both systems are closely related, as illustrated in Figure 1. Therefore, both systems must operate in tandem to achieve national development goals.

The Role of Effective Budgeting Systems in Achieving National Development Goals in Indonesia

An effective budgeting system is crucial for guiding government departments in preparing, implementing, and supervising budget management to achieve efficient and effective use of resources. An ideal budgeting system aligns with organizational objectives and promotes ethical goal achievement, reflecting national development aims.

The Indonesian government outlines its national development goals in the Medium-Term National Development Plan (RPJMN), focusing on economic, social, and environmental sectors. Achieving these goals requires sufficient funding, making an effective budgeting system essential for the efficient and effective use of funds. Key factors influencing budgeting system effectiveness include stakeholder involvement, transparency, human resource competence, information technology adoption, clear government policies, and regular performance evaluations.

Stakeholder involvement ensures that national development priorities and community needs are reflected in financial allocations. Transparency and accountability in financial management, through the publication of accurate and timely financial information and strong independent audit mechanisms, are critical. Enhancing the competence of human resources through training and development, monitoring, and organizational learning also plays a vital role.

Information technology can improve budgeting efficiency by enabling faster and more accurate budget preparation and real-time data-driven decision-making. Clear government policies help in detailed and measurable budget mapping, ensuring targeted and efficient resource use. Regular performance evaluations monitor progress, identify challenges, and facilitate necessary corrective actions.

The Redesigned Planning and Budgeting System (RSPP) policy in Indonesia aims to create an effective budgeting system. However, planning and budgeting processes still need improvements for greater effectiveness and efficiency. The synchronization of national development planning and budgeting involves integrating and strengthening plan and budget preparation to ensure goal achievement, supported by a performance-based budgeting approach.

Government Regulation No. 17 of 2017 initiated the synchronization process, but non-integrated planning and budgeting systems posed challenges. The KRISNA system (developed by Bappenas) and the SAKTI system (developed by the Ministry of Finance) led to overlapping processes. To address this, a Memorandum of Understanding was signed in 2021 to integrate the systems into a single data-based system, simplifying business processes, coordinating regulations, and strengthening data exchange. The implementation included developing an integrated system with the Renja-RKA Synchronization Module in SAKTI, featuring data synchronization, Application Programming Interface (API) for data exchange, data monitoring, and joint approval processes. Steps included unit acceptance tests, limited trials, and nationwide deployment.

Major Project for Accelerating the Reduction of Maternal Mortality and Stunting

In the implementation of the national development agenda (national priorities), the RPJMN 2020-2024 outlines Major Strategic Projects (Major Projects). These projects aim to make the RPJM more concrete in addressing development issues, measurable, and beneficial directly to the public. These projects have strategic value and high leverage to achieve priority development targets (DJPK, 2022).

Major Projects and their funding indications can be updated through the RKP, considering implementation readiness, updates in the size and sources of funding, and Presidential Directives. This ensures that Major Projects are executed more effectively and efficiently according to development progress.

Annex II of Presidential Regulation (Perpres) Number 18 of 2020 on the 2020-2024 RPJMN outlines 41 Major Projects. Each project is detailed with its background, benefits, duration, target and funding indications, and clear implementing agencies. The preparation and implementation of Major Projects involve Ministries/Agencies (K/L), Local Governments, State-Owned Enterprises (BUMN), and the Community/Businesses.

One of the 41 Major Projects is the Major Project for Accelerating the Reduction of Maternal Mortality and Stunting (MP 15). This project is prioritized due to the high maternal mortality rate (MMR) in Indonesia, which was 305 per 100,000 live births in 2015. Additionally, in 2019, the prevalence of stunting among toddlers was still quite high at 27.67%. The project, planned for the 2020-2024 period with an indicative APBN funding of IDR 187.1 trillion, aims to improve public health status, indicated by reducing the MMR to 183 per 100,000 live births and the stunting prevalence among toddlers to 14 percent by 2024.

The execution of this Major Project involves several agencies including the Ministry of Health (Kemenkes), National Population and Family Planning Agency (BKKBN), Ministry of Education and Culture (Kemendikbud), Ministry of Marine Affairs and Fisheries (KKP), Ministry of Public Works and Housing (KemenPUPR), National Agency of Drug and Food Control (BPOM), Ministry of Women's Empowerment and Child Protection (KemenPPPA), Ministry of Home Affairs (Kemendagri), Ministry of Communication and Information (Kemenkominfo), and Local Governments (Pemda). The project will be carried out with the following main programs:

1. Provision of additional food (PMT), micronutrient supplementation, and Community-Based Total Sanitation (STBM) by the Ministry of Health.
2. Provision of quality family planning services in health facilities by BKKBN.
3. Holistic-Integrative Early Childhood Education (PAUD) and parenting classes by the Ministry of Education and Culture.
4. Provision of access to drinking water and proper sanitation (domestic wastewater) by the Ministry of Public Works and Housing.
5. Health operational assistance through the Health DAK.

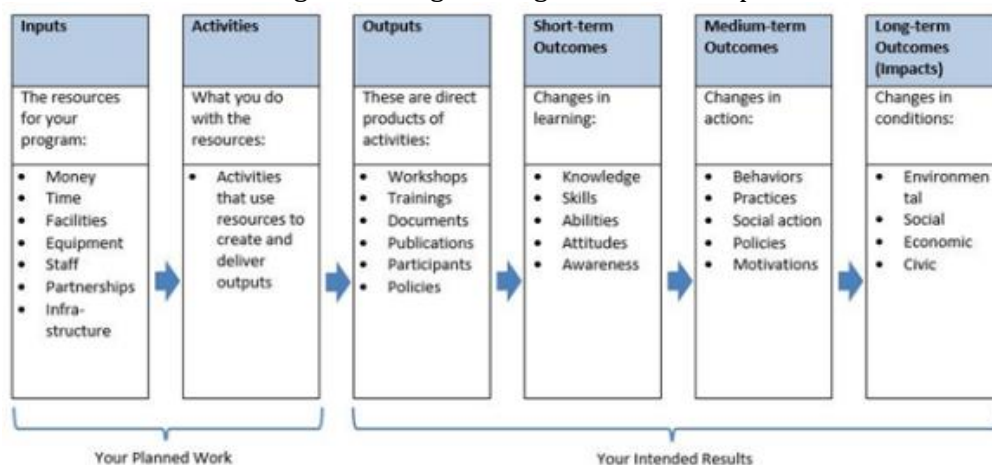
This Major Project is also linked to one of the national priorities, namely Improving Quality and Competitive Human Resources (PN 3). Additionally, part of this Major Project aligns with one of the 8 APBN themes, specifically the Efforts for Convergence in Stunting Handling (08).

Logic Model Approach in Planning and Budgeting Systems

The logic model serves as a visual representation of a program, illustrating the logical sequence of inputs, activities, outputs, and expected outcomes in response to organizational challenges. It provides a clear roadmap towards specific objectives, facilitating strategic planning and evaluation (Doerr, 2018).

Initially used by program evaluators to identify performance metrics, the logic model has evolved into a planning tool. It enables precise communication about project goals, components, sequencing of activities, and achievements, ensuring that projects are designed with evaluation in mind (Doerr, 2018). The logic model framework, depicted in Figure 2, categorizes planned work and intended results, articulating program logic through a series of hypotheses: "If we have these resources, we can engage in these activities. Then, if we engage in these activities, we can produce these outcomes."

Figure 2. Program Logic Model Description



Source: Doerr (2018)

Outcomes are often achieved incrementally, spanning short-term, intermediate, and long-term results, forming an outcome chain. This approach ensures that organizational outcomes are not limited to short-term gains but extend to comprehensive developmental impacts (Doerr, 2018). The use of logic models guides staff in thinking critically about their programs, revealing unarticulated assumptions and intended programmatic outcomes. This structured approach helps align, connect, and identify gaps in assessment efforts, supporting intentional program evaluation and improvement (Doerr, 2018).

The logic model is a crucial framework in program evaluation, providing a structured visual representation of how inputs, activities, outputs, and outcomes interconnect to achieve organizational objectives. Originally used for performance measurement, it has evolved into a planning tool that facilitates clear communication and intentional program design. By mapping out the logical sequence from resource allocation to activities and expected outcomes, the logic model ensures that programs are not only well-planned but also aligned with evaluation needs, enhancing their effectiveness and efficiency (Doerr, 2018).

In the context of planning and budgeting systems, the logic model approach in Indonesia emphasizes the integration of programs, activities, outputs, and outcomes to achieve desired impacts. This framework supports strategic planning by delineating causal relationships and ensuring that resources are effectively utilized to meet program goals (Direktorat Jenderal Anggaran, 2014). However, research indicates challenges in

maintaining clarity and consistency across the logic model elements, impacting the ability to accurately assess program effectiveness and alignment with objectives (Zunaidi & Santoso, 2021).

Despite these challenges, the logic model promotes a culture of evaluation and systematic improvement within organizations. By clarifying programmatic goals, enhancing evaluation processes, and fostering transparency, it enables stakeholders to better understand program impacts and make informed decisions for continuous enhancement (Olfah et al., 2023; Trisugiarto, 2016). Thus, the logic model not only serves as a planning and evaluation tool but also as a framework for fostering accountability and achieving sustainable development outcomes.

Agency Theory in Public Budgeting: Balancing Accountability and Efficiency

Agency theory, articulated by Jensen et al. (1976), examines the relationship dynamics between principals and agents, particularly in contexts where one party delegates tasks to another to act on their behalf. This theoretical framework is widely used to analyse how agency problems manifest and how they can be mitigated to achieve mutual objectives, whether in private corporations or public administrations. Central to agency theory is the recognition of potential conflicts of interest between principals (those delegating authority) and agents (those executing tasks), stemming from asymmetries in information and differing personal incentives (Shapiro, 2005).

In the realm of public budgeting, agency theory offers critical insights into governance structures. In Indonesia, for instance, the President serves as the principal overseeing state finances, delegating authority to ministers and agency heads who act as agents responsible for formulating and executing budgetary plans. This delegation of authority necessitates mechanisms that balance the autonomy of agents with effective monitoring and control measures to ensure alignment with the principal's goals and the public interest.

A key challenge addressed by agency theory in public budgeting is the management of information asymmetries. Principals often lack complete knowledge of agents' actions, creating opportunities for agents to pursue personal agendas that may not align with organizational or societal objectives. Effective governance practices, such as clear contractual agreements and robust oversight mechanisms, are crucial in mitigating these agency problems. These practices help in establishing accountability frameworks that hold agents responsible for their actions and ensure transparency in resource allocation and utilization.

Moreover, the concept of multiple principal problems underscores the complexities in public governance. When agents serve multiple principals with divergent interests, the risk of inefficient resource allocation and decision-making escalates. This scenario necessitates nuanced strategies in governance and budgetary planning to harmonize competing interests and foster collaboration across governmental entities. By applying agency theory, governments can strengthen their budgeting processes, enhance accountability structures, and optimize the allocation of public resources to achieve sustainable development goals and societal welfare.

In conclusion, agency theory provides a robust analytical framework for understanding the dynamics of principal-agent relationships in public budgeting contexts. By addressing inherent conflicts of interest and information asymmetries, governments can design more effective governance mechanisms that promote accountability, transparency, and efficiency

in managing public finances. These insights are pivotal for policymakers seeking to improve governance practices and achieve optimal outcomes in public sector management.

RESEARCH METHOD

This study employs a qualitative case study methodology. The qualitative case study approach provides researchers with tools to study complex phenomena within their contexts. When applied appropriately, this approach can be a valuable method for developing theories, evaluating programs, and crafting interventions (Baxter & Jack, 2015).

The specific type of case study utilized in this research is a single-case study focusing on the Major Project for the Acceleration of Maternal Mortality and Stunting Reduction (MP 15). This project is part of the National Priority to Improve Quality and Competitive Human Resources (PN 03) and is a significant strategic initiative in Indonesia that has garnered considerable attention, even on the international stage. The unique nature of this project, which involves multiple stakeholders including ministries, central and local governments, state-owned enterprises, and the public, makes it an ideal case study for exploring how the national budget planning and allocation system supports national development planning.

Using a qualitative case study approach, this research incorporates both primary and secondary data. Primary data were collected directly from the field through questionnaires and interviews with relevant informants. Secondary data were sourced from documentation and literature to provide a comprehensive overview of how the planning and budgeting system supports national development goals.

The primary data in this research were obtained through interviews with key informants using Focus Group Discussions (FGD) conducted via Zoom Meetings. The interviews were structured, meaning that the researchers had predetermined the necessary information (Sekaran & Bougie, 2016). An interview guide was prepared, including opening statements, initial questions, main questions, and follow-up questions. Despite the structured nature, this method allowed for clarification and deeper exploration through follow-up questions. Meanwhile, secondary data included documents such as the RPJMN 2019-2024, RKP for 2022-2023, Renja and RKA-K/L for 2022-2023, and various official circulars and budget allocation letters. These documents were essential in understanding the regulatory framework and planning and budgeting processes.

Primary data collection was conducted from May to August 2023. The use of both structured questionnaires and Focused Group Discussions (FGDs) aimed to allow for both breadth and depth in data gathering. The questionnaire was distributed first to gather individual perspectives, followed by FGDs to explore emerging themes and clarify discrepancies.

To ensure focused information collection, the researchers designed specific questionnaires for two groups:

1. Questionnaires for the Directorate General of Budget and National Development Planning Agency (Bappenas) to assess policy-level alignment. These aimed to gather information on whether the respondents' ministries/agencies were assigned tasks to support Major Project 15, the inclusion of these tasks in budget documents, and the challenges faced in synchronizing planning and budgeting processes.
2. Questionnaires for Ministries/Agencies Assigned to Major Project 15, sought information on task assignments, the inclusion of these tasks in budget documents, and any challenges faced during the synchronization process.

The sample was selected using nonprobability sampling, where the probability of each individual being selected is unknown. Requests for informants were made through official letters to relevant government officials and departments. The selection criteria focused on individuals involved in the planning and budgeting processes of the Major Project for the Acceleration of Maternal Mortality and Stunting Reduction. A total of 15 respondents filled out the questionnaire. Further, The FGD was held via Zoom Meetings in the end of August 2023, due to geographic dispersion and availability constraints. A total of 42 participants joined, including 4 key informants: one senior official from the Directorate General of Budget (DJA), one from Bappenas, and two from the Vice President's Secretariat. These four individuals were selected based on their central role in planning and budgeting coordination for MP 15. The remaining participants included mid-level planning and finance officers from participating ministries/agencies. Some questionnaire respondents also took part in the FGD, which allowed triangulation of perspectives.

In addition to primary data, this study also utilizes secondary data derived from RPJMN 2020-2024, the Joint Decree of the Minister of Finance and the Minister of National Development Planning/Head of Bappenas concerning Budget Ceilings (SBPA), Work Plans and Budgets of Ministries/Agencies (Renja-RKA K/L) for Fiscal Years 2022 and 2023, and literature review of regulatory and policy documents related to planning and budgeting. The SBPA and Renja-RKA K/L used in this study are those from the ministries and agencies involved in the Major Project based on RPJMN 2020-2024, including Kemenkes, BKKBN, Kemendikbud, KKP, KemenPUPR, BPOM, KemenPPPA, Kemendagri, and Kemenkominfo. Additionally, we also used documentation from two ministries/agencies which are not listed in the 2020–2024 RPJMN yet carried out stunting reduction interventions: the Ministry of Religious Affairs (Kemenag) and the Ministry of State Secretariat (Kemensetneg).

The collected data then were analysed using qualitative descriptive methods. According to Sugiyono (2013), qualitative descriptive research is based on postpositivist philosophy and is used to study natural conditions where the researcher is the key instrument. Data collection is conducted through triangulation, data analysis is qualitative, and the results emphasize meaning rather than generalization. The analysis process involved documenting and summarizing the data, transcribing interviews, and classifying the information by themes. These themes were then woven into qualitative narratives, followed by interpreting the narratives to identify issues related to the support of the national budget planning and allocation system for national development planning. The interpretation drew on business process planning and budgeting models, logic models, and agency theory to provide a comprehensive analysis.

RESULT AND DISCUSSION

Results

This study examines how the national budget planning and allocation system, as represented by Renja-RKA K/L, supports national development planning systems outlined in RPJMN and RKP. The case study focuses on the Major Project for Accelerating the Reduction of Maternal Mortality and Stunting (MP 15), a strategic priority within the national development agenda under RPJMN 2020-2024 and RKP 2022-2023. The project involves multiple ministries and agencies, including the Kemenkes, BKKBN, Kemendikbud, KKP, KemenPUPR, BPOM, KemenPPPA, Kemendagri, Kemenkominfo, and local governments. Additionally, interventions related to stunting reduction are also carried out by two ministries/agencies not listed in RPJMN 2020-2024: Kemenag and Kemensetneg.

The analysis integrates findings from secondary data processing, questionnaire results, and in-depth insights from Focus Group Discussions (FGD).

1. Analysis of Secondary Data (Documentation)

The analysis of secondary data involved comparing the detailed outputs (RO) listed in the Joint Decree of the Minister of Finance and the Minister of National Development Planning/Head of Bappenas concerning Budget Ceilings (SBPA) with the RO tagging in the Work Plans and Budgets of Ministries/Agencies (Renja-RKA K/L) for Fiscal Years 2022 and 2023. The analysis identified discrepancies in the performance information between the SBPA annex and the RO tagging in the Renja-RKA K/L for both the year of 2022 and 2023.

a. Fiscal Year 2022

For the 2022 fiscal year, RO tagging for Major Project 15 (MP 15) "Accelerating the Reduction of Maternal Mortality and Stunting" was conducted under National Priority 03 (Improving Quality and Competitive Human Resources) as there was no specific RO tagging for MP 15 in the 2022 Renja-RKA K/L. Table 1 shows the comparison of RO in the SBPA annex and the RO tagging in the Renja-RKA K/L for the 2022 fiscal year.

Table 1. Comparison of RO in the SBPA and the RO tagging in the Renja-RKA K/L - 2022

No.	Ministry/Agency (K/L)	Number of ROs in SBPA Supporting MP 15	Number of ROs in SBPA Supporting MP 15 and Tagged in RKAKL under PN 03	Number of ROs in SBPA Supporting MP 15 but Not Tagged in RKAKL under PN 03
1	Kemenkes	98	34	64
2	Kemendagri	6	4	2
3	Kemendikbud	12	8	4
4	KemenKKP	2	2	0
5	KemenPUPR	0	-	-
6	KemenPPPA	6	6	0
7	Kemenkominfo	1	1	0
8	BPOM	3	3	0
9	BKKBN	26	25	1
10	Kemensetneg	0	-	-
11	Kemenag	3	1	2
	Total	157	84	73

Source: Data is processed, 2023

b. Fiscal Year 2023

Table 2 presents the comparison of RO in the SBPA annex and the RO tagging in the Renja-RKA K/L for the 2023 fiscal year.

2. Questionnaire Data Processing Results

The questionnaire targeted officials/employees involved in planning and budgeting at eleven ministries/agencies (K/L) implementing MP 15, as well as officials/employees at the Ministry of Finance and the Ministry of Planning/Bappenas as K/L partners. It was completed by 15 respondents. The data processing results from the questionnaire responses are as follows:

a. K/L Assignments for MP 15 for the fiscal year of 2022 and 2023

For the year of 2022, 80% of respondents reported receiving assignments to support Major Project 15 (MP 15), while 13% reported no assignments, and 7% were unsure. In 2023, 78% reported receiving assignments, 20% reported no

assignments, and 7% were unsure. This indicates that while most employees were aware of their assignments, some were not fully informed.

- b. Alignment of MP 15 Elaboration in the SBPA with MP 15 Tagging in Renja-RKA K/L
In 2022, 60% of respondents stated that all detailed outputs (ROs) in the Joint Budget Statement (SBPA) were accommodated in the Renja-RKA K/L with the same target volume and budget, while 20% noted differences in target volume and/or budget. While, in 2023, 73% confirmed full alignment, although 14% noted differences in target volume and/or budget. This shows a high compliance rate in incorporating ROs into the Renja-RKA K/L.
- c. Challenges in Translating MP 15 into Renja-RKA K/L
Regarding challenges, 20% of respondents identified issues relate to business processes, 33% mentioned substance-related challenges, 20% pointed to support system (application) issues, and 27% reported other challenges. This indicates that various obstacles were encountered in translating MP 15 into the Renja-RKA K/L.

Overall, while there was a high level of compliance in supporting and incorporating MP 15 into planning and budgeting processes, respondents still faced significant challenges during implementation.

Table 2. Comparison of RO in the SBPA and the RO tagging in the Renja-RKA K/L – 2023

No.	Ministry/Agency (K/L)	Number of ROs in SBPA Supporting MP 15	Number of ROs in Renja-RKA K/L Supporting MP 15	Number of ROs in SBPA but Not in Renja-RKA K/L	Number of ROs in Renja-RKA K/L but Not in SBPA	Number of ROs in Renja-RKA K/L but Not Supporting MP 15 in SBPA
1	Kemenkes	86	80	30	17	7
2	Kemendagri	2	4	0	0	2
3	Kemendikbud	9	10	1	1	1
4	KemenKKP	2	2	0	0	0
5	KemenPUPR	1	0	1	0	0
6	KemenPPPA	10	7	3	0	0
7	Kemenkominfo	1	1	0	0	0
8	BPOM	4	3	1	0	0
9	BKKBN	41	38	2	0	0
10	Kemensetneg	0	1	0	1	0
11	Kemenag	0	5	0	0	5
	Total	156	151	38	19	15

Source: Data is processed, 2023

3. In-depth Findings through Focus Group Discussions

The study delved deeply into its findings through Focus Group Discussions (FGDs) following extensive data processing and questionnaire distribution. These discussions involved key stakeholders, including K/L participants in Major Project 15 (MP 15), DJA (partnering with 11 K/L), the Ministry of Planning/Bappenas, and respondents from the questionnaire. Additionally, WhatsApp (WA) chats were used to further clarify specific points.

The FGDs focused on three primary themes: the operational processes within planning and budgeting systems, the substantive alignment of performance information related to national development goals, and the functionality of application systems supporting planning and budgeting. Within these discussions, it became evident that while the KRISNA

application aids in formulating Renja K/L and mandates tagging where necessary, challenges persist in manual evaluation processes for detailed outputs (ROs) and in the monitoring of major projects through the SAKTI application.

Key insights emerged from these discussions, revealing discrepancies in tagging practices among K/L, which often did not align with thematic priorities specified in the State Budget (APBN). This lack of alignment has implications for transparency and efficiency in budget allocation. Furthermore, there were notable differences between the performance indicators outlined in the RPJMN 2020-2024 and their practical implementation and reporting within Renja-RKA K/L documents, particularly among K/L not directly tasked with stunting reduction efforts.

The discussions also highlighted systemic challenges, including varying interpretations of regulations, manual processing due to system limitations, and limited review time for complex budget allocations. These findings underscore the complexities faced in aligning national development objectives with operational realities at the K/L level. Moreover, they underscored the importance of enhancing coordination and system improvements within planning and budgeting processes to achieve more effective national development outcomes. Additionally, international support for stunting reduction efforts, evidenced by grants and loans from the World Bank, underscores the global significance and collaborative nature of these endeavors.

Discussion

In this study, the discussion was approached through three methods: the business process approach concerning the preparation of Renja-RKA K/L, the logical framework approach (logical model) focusing on performance information substance, and the agency theory approach.

Regarding the business process approach, Robins & Coulter (2018) emphasize that planning involves defining organizational goals, strategizing to achieve these goals, and integrating plans to coordinate organizational activities for goal attainment. The study found that planning and budgeting processes are aligned with supporting national development planning. This alignment is explicitly outlined in regulations such as Law No. 25 of 2004 and its implementing regulations, including Government Regulation No. 17 of 2017, Law No. 17 with Government Regulation No. 90 of 2010 subsequently amended to Government Regulation No. 6 of 2023, as well as regulations from the Ministry of Finance and the Ministry of Planning/Bappenas. These regulations ensure coherence between RPJMN and RKP with financial notes and the State Budget Law. However, practical implementation reveals discrepancies in tagging within case studies of stunting reduction efforts. These discrepancies stem from manual RO assessments for tagging, limited review times hindering detailed checks, and inadequate monitoring support in the SAKTI application. Fiscal policy under RKP references themes in the Financial Note and the State Budget Law, prioritizing national issues. However, thematic tagging in Renja-RKA K/L does not always reflect these themes, potentially affecting funding for stunting reduction efforts in Indonesia.

The logical framework approach uses logic models to bridge gaps between current and desired conditions in planning processes (W.K. Kellogg Foundation, 2004). Logic models are

integral to both national development planning and Indonesia's planning and budgeting systems, shaping the substance of performance information. MP 15, aimed at reducing stunting, benefits from Presidential Regulation No. 72 of 2021, reinforcing its implementation through a logic model framework.

The logic model framework, as elaborated by Doerr (2018) provides a structured and systematic approach to understanding the causal relationships between resources, activities, outputs, and outcomes in the context of program implementation. This model categorizes the program elements into six components: inputs, activities, outputs, short-term outcomes, intermediate outcomes, and long-term impacts. Its application enables a coherent alignment between planning, budgeting, and the expected development results, thereby supporting both accountability and performance evaluation.

In the context of the Major Project for Accelerating the Reduction of Maternal Mortality and Stunting (MP 15), the logic model can be articulated as follows:

1. Inputs: Regulatory mandates, budget allocations from the State Budget (APBN), and inter-ministerial coordination mechanisms.
2. Activities: Specific interventions such as the provision of supplementary feeding programs, micronutrient supplementation, community-based total sanitation (STBM), family planning services, and early childhood education programs.
3. Outputs: Measurable deliverables such as the number of beneficiaries reached, infrastructure constructed or rehabilitated (e.g., sanitation facilities), and educational sessions conducted.
4. Short-Term Outcomes: Immediate changes such as improved access to health and nutrition services, enhanced caregiver knowledge, and increased coverage of sanitation and water services.
5. Intermediate Outcomes: Tangible improvements in maternal and child health indicators, including reduced incidence of malnutrition and improved maternal care utilization.
6. Long-Term Impacts: Sustainable reductions in stunting prevalence and maternal mortality rates, leading to enhanced human capital development and national productivity.

Despite the theoretical strength of this framework, the practical application within the planning and budgeting documents of relevant ministries and agencies revealed significant inconsistencies. Notably, the Renja-RKA K/L documents of several implementing agencies, particularly those whose mandates lie outside the core health sector, did not fully reflect the causal logic outlined above. In many instances, the linkage between planned activities and intended outcomes was either weak or absent, resulting in fragmented program logic and suboptimal alignment with the overarching objectives of MP 15.

This finding highlights a critical gap in the operationalization of the logic model approach within Indonesia's state planning and budgeting system. It underscores the need for more rigorous integration of performance information, especially at the stage of translating strategic priorities into annual planning and budgeting instruments. Incorporating the logic

model more explicitly in planning guidelines and system applications (such as KRISNA and SAKTI) could significantly enhance coherence, traceability, and impact orientation of national development initiatives.

The agency theory approach describes relationships where one party (the principal) delegates tasks to another party (the agent) (Jensen & Meckling, 2000). In stunting reduction efforts, agency relationships are pivotal. Key principals include the Vice President, tasked under Presidential Regulation No. 72 of 2021 to oversee the Stunting Reduction Acceleration Team's effective coordination across sectors. The Ministry of Planning/Bappenas coordinates RPJMN and RKP integration into Renja-RKA K/L, focusing on National Priorities and Major Projects like Stunting Reduction. The Ministry of Finance oversees State Budget preparation, with APBN themes, including Stunting Treatment Convergence, influencing allocations through K/L in RKA-K/L. Ministers/Heads of Agencies lead their respective ministries/organizations, guiding work plans and budget needs through Renja-RKA K/L.

Despite these structured controls by principals, discrepancies in performance information persist, particularly concerning interventions by K/L implementing stunting reduction efforts. Challenges include manual RO tagging for MP 15, limited review times, and inadequate information system support, contributing to data and performance information asymmetry.

CONCLUSION

Based on the data analysis results and discussion, several conclusions can be drawn. The comparison between SBPA data and Tagging in the Renja-RKA-K/L revealed several discrepancies related to ROs supporting efforts to reduce stunting. These differences arise partly from variations in the analysis used to translate MP 15 into Renja-RKA-K/L. Additionally, some reviewers did not thoroughly examine the tagging during budget reviews due to time constraints, the large number of ROs, and the lack of comprehensive support from the application system.

The questionnaire results confirmed that discrepancies between SBPA data and Tagging in Renja-RKA-K/L were influenced by the role of human resources in analysing the translation of SBPA into Renja-RKA-K/L. There were also challenges related to business processes, performance information substance, and system support (application) constraints.

Meanwhile, the FGD results further reinforced the existence of discrepancies between SBPA data and Tagging in Renja-RKA-K/L. Using a business process approach, logic model, and agency theory, it can be concluded that the regulations and business processes for the national planning and budgeting system have been established to support the national development planning system in achieving national goals. However, in practical terms, there are differences in interpreting the mandates of the national development planning system within the planning and budgeting system. The analysis by various parties remains a dominant factor in the planning and budgeting process, which can lead to discrepancies in the data and information presented in Renja-RKA-K/L. Furthermore, the SAKTI application support for detailed monitoring of Major Project support is not yet fully effective.

Using a business process approach, logic model, and agency theory, it can be concluded that the regulations and business processes for the national planning and budgeting system have been established to support the national development planning system in achieving national goals. However, in practical terms, there are differences in interpreting the mandates of the national development planning system within the planning and budgeting system. This research underscores the need for improved integration and consistency in the planning and budgeting processes to better align with national development objectives. It highlights the critical role of human resources and technological support in ensuring accurate and effective implementation of national development plans.

LIMITATIONS

This study also has limitations, including the data was only from one major project, and not all K/L participants in Major Project 15 participated in the FGD and survey. Future studies could address these limitations by extending the analysis to other Major Projects within the RPJMN framework, allowing for comparative insights across sectors. Additionally, involving a larger sample size and conducting in-person FGDs could enhance data richness and reduce reliance on online communication platforms, which may limit participation depth. Strengthening collaboration with internal and external auditors could also provide perspectives on oversight challenges in budget tagging and project monitoring.

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