

## Analysis of The Financial Performance of Regional Development Planning Agencies (BAPPEDA) A Study in Serang City, Indonesia

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**Abstract:** *This research aims to assess the Financial Performance of regional development planning agencies (BAPPEDA) Serang City government during 2020-2022. This financial performance measurement is more focused on the budget realization report (LRA). Based on expenditure analysis, namely expenditure compatibility analysis which is divided into direct expenditure and indirect expenditure, expenditure growth analysis, expenditure effectiveness analysis, expenditure efficiency analysis and expenditure variance analysis. The results of the analysis show that the financial performance of the BAPPEDA from 2020-2022 seen from the analysis of expenditure compatibility shows poor financial performance, because the total indirect expenditure is 66% and for direct expenditure is 34%, so it can be said that it has not paid attention to regional development. From the analysis of expenditure growth is said to be good, with an overall value of 5%. Judging from the ratio of the effectiveness of budget use is said to be effective with a total of 96%. Judging from the efficiency ratio, it is said to be efficient with a total of 33%. From the analysis of expenditure variances it is said to be good, with a total overall comparison of 96%. So in this case BAPPEDA has been able to make budget savings.*

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## Introduction

Bappeda is a regional technical agency in the field of research and regional development planning led by the head of the agency who is responsible to the governor/regent/mayor through the regional secretariat, with accountability in the form of a budget realization report (LRA). To regulate this, the government issued the Minister of State Apparatus and Bureaucratic Reform Regulation No. 53 of 2015 concerning Technical Guidelines for Performance Agreements, performance reporting and procedures for performance reports of government institutions (Junita *et al.*, 2022). LRA is a component of government financial statements that provides information about the realization and budget of the reporting entity on a comparable basis for a certain period (Ratmono & Solihin, 2015; Tantri & Irmawati, 2018). In this case it is very important for Bappeda to carry out various analytical determinations in the use of the budget and also expenditures in its institution.

The performance report is a form of accountability for the implementation of tasks and functions entrusted to each Government agency for the use of the budget. Financial performance measurement is important to assess the accountability of local governments for the performance of regional financial management. Accountability goes beyond showing how public money is spent, including the ability to show that public funds are used efficiently, effectively and economically (Assidi, 2016).

Efforts to improve performance should be accompanied by good performance measurement. Sijabat *et al.*, (2014) revealed that public sector performance measurement was carried out to fulfill three things: 1) Public sector performance measurement aims to help improve government performance. Actions taken to help the government focus on the goals and objectives of the unit's work program. This can ultimately improve the efficiency and effectiveness of public sector organizations. 2) Public sector performance measures are used for resource allocation and decision-making. 3) Public sector performance measures aim to provide public accountability and improve institutional communication.

Measurement of public sector performance can be seen based on financial performance (Sari *et al.*, 2021). One of the tools that can be used to measure the financial performance of the Regional Government is to use financial ratio analysis. The use of financial statement ratio analysis has been widely used and applied to commercial companies. Meanwhile, in public institutions, especially in local governments, the use of financial ratio analysis is still very limited. Even though from the analysis of the financial ratios of local government financial statements, it can be seen how the performance of the local government is (Sari *et al.*, 2021). In essence, this financial ratio analysis presents an overview of the sources, location, and use of economic resources managed by local governments, which illustrates the comparison between the budget and its realization in one fiscal year (Marjan, 2015).

The budget realization report published by the local government provides useful information to assess local financial performance. LRA is one of the regional financial accountability reports, the budget is the backbone of government management. The budget is an important tool as an effective short-term planning and control in the organization. With

the budget management can determine the effectiveness and efficiency of an activity by comparing the budget with the actual results (current achievements) (Makka et al., 2015).

Junita et al., (2022) revealed that the measure of budget savings achieved by the government in the form of efficiency figures is not absolute, but relative. Then other budget performance measurements can be observed using expenditure effectiveness and efficiency ratios. Measurement of budget performance to show the productivity and effectiveness of local expenditure used by the Institution. Efficiency is the comparison of outputs and inputs against predetermined performance standards or objectives.

Other financial performance measurements can also be seen using Spending Compatibility Analysis, one of which is by assessing the ratio of direct and indirect expenditure to total expenditure and the ratio of employees to total expenditure. This analysis is carried out to determine the balance between expenditures, how local governments prioritize their funds on spending properly (Tantri & Irmawati, 2018). The analysis used to measure financial performance is to use expenditure variance analysis and expenditure growth. Where the expenditure variance analysis is used to determine the effectiveness and use of the budget for agency activities in one fiscal year, while the expenditure growth analysis is used to determine how much the budget and realization are realized in the institution. it can be seen that the agency has fulfilled the expenditure activities that are used properly (Tantri & Irmawati, 2018). The flow chart of the budget realization report accountability process carried out by Bappeda can be shown in Figure 1 below.

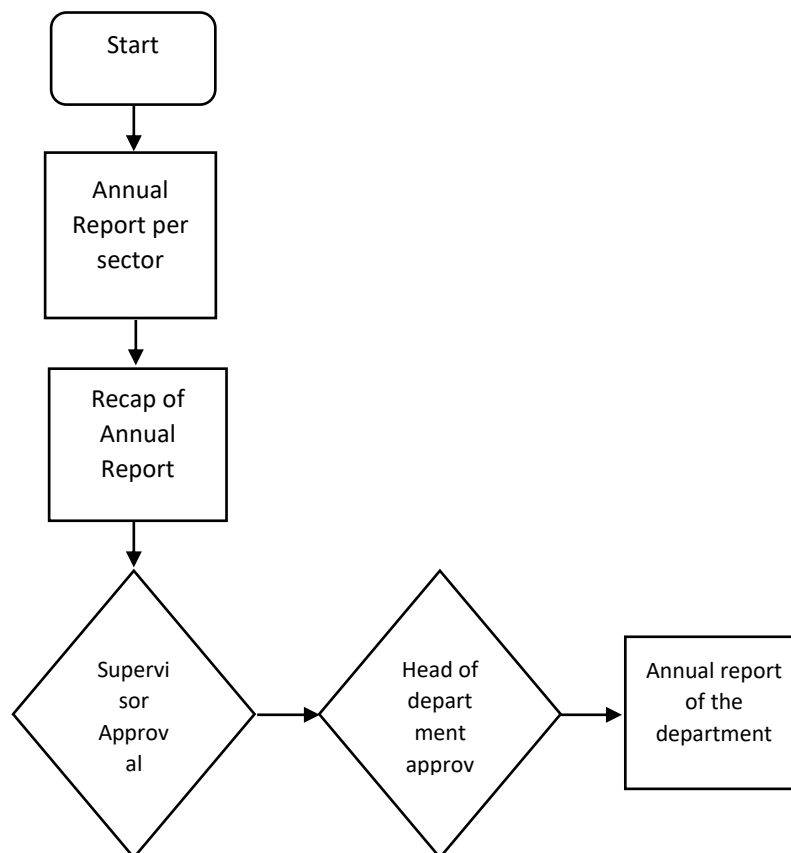


Figure 1. Flow Chart

Information in the budget realization report helps report users assess decisions about the allocation of economic resources, accountability, and local government compliance with the budget. LRA published by local governments provide very useful information for assessing local financial performance. LRA published by local governments provide very useful information for assessing local financial performance (Liando & Elim, 2016). In this context, Bappeda must adjust and adapt to changing conditions and budgeting developments. Because there are several obstacles in the system for preparing Bappeda's financial performance, such as lack of effectiveness and efficiency in preparing the budget realization report, because sometimes there are budget references that cannot be managed. From the description above, it can be seen that the budget plays an important role as a planning and monitoring tool (Liando & Elim, 2016).

### **Research Method**

In this study, the method used is descriptive qualitative for analyzing financial performance on the budget realization report with the budget concept, especially on expenditure analysis, namely by collecting, presenting, and analyzing data so as to provide a clear picture of the object under study, to then be processed and analyzed and conclusions drawn (Moleong, 2018). The type of data in this study is secondary data sourced from budget realization reports (LRA) and other supporting data derived from Bappeda.

In writing this final project report, it is intended to analyze the financial performance of Bappeda from 2020 - 2022, the data in this study is in the form of data on the LRA of Bappeda Serang City Government from 2020-2022. The focus of this research is how the performance measurement process is based on: 1) spending compatibility analysis, the ratio of direct expenditure to total expenditure and the ratio of indirect expenditure to total expenditure; 2) expenditure growth analysis; 3) expenditure effectiveness ratio; 4) expenditure efficiency ratio; 5) expenditure variance analysis (Mardiasmo, 2018).

### **Result and Discussion**

The Budget Realization Report (LRA) published by the regional development planning agency (BAPPEDA) of the Serang City Government provides information to assess regional financial performance. The LRA is one of the main regional financial accountability reports, because the budget is the backbone of government administration. The following is the LRA recap data for 2020-2022.

From the table 1, it can be explained that in each year the use of the budget in agencies, especially the Bappeda of the Serang City Government, experiences fluctuations, which can be said to be ups and downs or not fixed. In this case the change and growth of budget users is one important aspect in assessing the financial performance of the agency. Based on the information obtained about the preparation of the LRA using the budget concept, especially the expenditure analysis of the LRA which consists of:

1. Expenditure Compatibility Analysis

Expenditure compatibility analysis is useful to determine the balance between expenditures. This is related to the budget function as a distribution, allocation, and stabilization tool. To find out the compatibility of local government expenditure can use this analysis, in total expenditure if indirect expenditure is greater than direct expenditure then it is considered not good. If employee expenditure is > 50% in total expenditure, then it can be said that the budget is not good. The same applies vice versa.

Table 1. Budget Realization Report (LRA) Fiscal Year 2020-2022

Description	2020		2021		2022	
	Budget	Realization	Budget	Realization	Budget	Realization
Expenditure	Rp16.193.554.126,64	Rp15.498.990.133,00	Rp15.217.076.181,00	Rp14.347.469.569,00	Rp17.434.695.029,00	Rp16.966.923.121,00
Operational expenditure	Rp16.029.816.279,64	Rp15.335.552.283,00	Rp15.022.542.594,00	Rp14.164.899.569,00	Rp16.739.432.192,00	Rp16.278.018.121,00
Employee expenditure	Rp5.237.694.003,64	Rp4.846.907.110,00	Rp9.853.355.474,00	Rp9.032.673.019,00	Rp6.008.277.906,00	Rp5.999.294.237,00
Goods and services expenditure	Rp10.792.122.276,00	Rp10.488.645.173,00	Rp5.169.187.120,00	Rp5.132.226.550,00	Rp10.731.154.286,00	Rp10.278.723.884,00
Capital expenditure	Rp163.737.850,00	Rp163.437.850,00	Rp194.533.587,00	Rp182.570.000,00	Rp695.262.837,00	Rp688.905.000,00
Capital expenditure on equipment and machinery	Rp163.737.850,00	Rp163.437.850,00	Rp194.533.587,00	Rp182.570.000,00	Rp695.262.837,00	Rp688.905.000,00

## 2. Expenditure Compatibility Analysis

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The harmony of expenditure is classified into two, namely, direct expenditure and indirect expenditure. Direct expenditure consists of goods and services expenditure and capital expenditure. Meanwhile, indirect expenditure consists of personnel expenditure which contains salaries and allowances for civil servants.

### A. Analysis of direct expenditure on total expenditure

Informs about the portion of regional expenditure allocated to direct expenditure used by agencies. The criteria for analyzing the compatibility of expenditure are as follows:

1. Good: Direct Expenditure > Indirect Expenditure
2. Not Good : Direct Expenditure < Indirect Expenditure

The performance measurement formula uses the following formula:

$$\text{Direct Expenditure Ratio} = \frac{\text{Total Direct Expenditure}}{\text{Total Expenditure}} \times 100\%$$

Table 2. Analysis of Direct Expenditure to Total Expenditure Fiscal Year 2020-2022

Fiscal Year	Total Direct Expenditure	Total Expenditure	Ratio %
2020	Rp10.652.083.023,00	Rp15.498.990.133,00	69%
2021	Rp9.215.243.019,00	Rp14.347.469.569,00	64%
2022	Rp10.967.628.884,00	Rp16.966.923.121,00	65%
Total	Rp30.834.954.926,00	Rp46.813.382.823,00	66%

Based on the table above, it can be explained that the Expenditure Compatibility Analysis when viewed from Direct Expenditure increases and decreases every year. The increase in direct expenditure to total expenditure occurred in 2020 by reaching the highest percentage level of 69% of the total budget of Rp. 15,498,990,133.00, while the decrease in direct expenditure to total expenditure occurred in 2021 with the highest percentage level of 64% of the total budget of Rp. 14,347,469,569.00. In 2022, the Direct Expenditure analysis shown in the analysis results shows a percentage of 65% of the total budget of Rp. 16,966,923,121.00. The overall total of direct expenditure is 66%.

#### B. Analysis of direct expenditure on total expenditure

$$\text{Indirect Expenditure Ratio} = \frac{\text{Total Indirect Expenditure}}{\text{Total Expenditure}} \times 100\%$$

Table 3. Analysis of Indirect Expenditure to Total Expenditure Fiscal Year 2020-2022

Fiscal Year	Total Indirect Expenditure	Total Expenditure	Ratio %
2020	Rp4.846.907.110,00	Rp15.498.990.133,00	31%
2021	Rp5.132.226.550,00	Rp14.347.469.569,00	36%
2022	Rp5.999.294.237,00	Rp16.966.923.121,00	35%
Total	Rp15.978.427.897,00	Rp46.813.382.823,00	34%

It can be seen that the change in the ratio looks not so far away. The increase in Indirect Expenditure to Total Expenditure per year can be said from 2020 to 2022 is not fixed, there are always changes per year. In 2020 the total expenditure contained in the indirect expenditure table was at a percentage of 31% with total expenditure of Rp. 15,498,990,133.00. In 2021 the total expenditure contained in the indirect expenditure table decreased from the previous year, which was around 36% with a total expenditure of Rp. 14,347,469,569.00. In 2022 the total expenditure contained in the indirect expenditure table increased, which was around 35% with a total expenditure of Rp. 16,966,923,121.00.

From the table and explanation above, it can be said that the total expenditure of Bappeda Serang in three fiscal years has increased in 2021, which is around 36% and decreased in 2020 by around 31%. And the total expenditure is around 34% or IDR 46,813,382,823.00.

Based on the table 4, it can be explained that from 2020 to 2022 the use of the budget is focused on direct expenditure. Where direct expenditure consists of goods and services expenditure and capital expenditure. Meanwhile, indirect expenditure consists of personnel

expenditure which contains salaries and benefits for civil servants. In 2020 the use of direct expenditure financing allocations amounted to 69% or Rp. 10,652,083,023.00, with a total percentage for indirect expenditure of 31% or around Rp. 4,846,907,110.00, from the total expenditure budget of the regional revenue and expenditure budget (APBD). In this year the harmony of expenditure is good, because the percentage of direct expenditure is greater than indirect expenditure.

Table 4. Analysis of Direct Expenditure and Indirect Expenditure Fiscal Year 2020-2022

Fiscal Year	Direct Expenditure (%)	Indirect Expenditure (%)	Total (%)
2020	69%	31%	100%
2021	64%	36%	100%
2022	65%	35%	100%
Total	66%	34%	100%

In 2021, the use of direct expenditure financing allocation has decreased to 64% or around Rp. 9,215,243,019.00. Meanwhile, the indirect expenditure allocation is at a percentage of 36% or around IDR 5,132,226,550.00. This year also experienced similarities with the previous year, from the percentage level of budget use focused on direct expenditure and this was also said to be good. In 2022 the use of direct expenditure financing allocations increased to 65% or around Rp. 10,967,628,884.00, while direct expenditure decreased by 35% or around Rp. 5,999,294,237.00, and in this year the compatibility of expenditure is said to be good.

### 3. Expenditure Growth Analysis

This analysis is used to determine how far the growth of budget expenditure realization during the period of budget use from year to year is positive or negative in the use of the existing budget in the agency to finance all its activities. The criteria for expenditure growth are as follows:

- a. Increase: Positive
- b. Decrease : Negative

The performance measurement formula is as follows:

$$\text{Expenditure Growth } t = \frac{\text{Realized expenditure for the year } t - \text{Realized expenditure for the year } t-1}{\text{Realized expenditure for the year } t-1} \times 100\%$$

From the table 5, it is explained that the growth of the expenditure budget has decreased and is negative because the growth of expenditure in this year has decreased by Rp. 1,151,520,564.00 with a negative percentage of 7% of the budget ceiling available in the realization of expenditure in 2020-2021. From the table above, it can be explained that the growth of the expenditure budget from 2021 to 2022 has increased and is positive because the growth of expenditure in this year has increased by Rp. 2,629,453,552.00, with a percentage of 18%. It can be said that the Bappeda of the Serang City Government during the three fiscal years experienced an increase and decrease in expenditure growth, which can be

seen from the increase and decrease in the total budget. When viewed from the total, it experienced a growth of 5% with a remaining budget of Rp. 1,467,932,988.00.

Calculations using the expenditure growth formula based on table 5, the following conclusions can be drawn:

Table 5. Expenditure Growth Analysis Fiscal Year 2020-2022

Description	2020-2021	2021-2022	Total
Fiscal Year Expenditure Realization t-1	Rp15.498.990.133,00	Rp14.347.469.569,00	Rp29.846.459.702,00
Fiscal Year Expenditure Realization t	Rp14.347.469.569,00	Rp16.966.923.121,00	Rp31.314.392.690,00
Increase/decrease	(Rp1.151.520.564,00)	Rp2.619.453.552,00	Rp1.467.932.988,00
Percentage	-7%	18%	5%

#### 4. Expenditure Effectiveness Ratio

The effectiveness ratio is used to compare the expenditure realization with the expenditure budget. Used to measure the level of budget savings made by the government (Susanto, 2019). Decree of the State Minister no. 690.900-327 of 1996, the criteria for expenditure effectiveness are as follows:

- a. Very effective: more than 100%
- b. Effective: 90-100%
- c. Moderately effective: 80-90%
- d. Less effective: 60-80%
- e. Ineffective: below 60%

The formula for measuring performance uses the following formula:

$$\text{Effectiveness Ratio} = \frac{\text{Budget realization}}{\text{Budget Expenditure}} \times 100$$

Table 6. Expenditure Effectiveness Ratio Fiscal Year 2020-2022

Fiscal Year	Budget	Realization	Effectiveness Ratio
2020	Rp16.193.554.126,64	Rp15.498.990.133,00	96%
2021	Rp15.217.076.181,00	Rp14.347.469.569,00	94%
2022	Rp17.434.695.029,00	Rp16.966.923.121,00	97%
Total	Rp48.845.325.336,64	Rp46.813.382.823,00	96%

Based on the table above, it can be explained that during the 2020-2022 fiscal year period the level of budget effectiveness in the Bappeda agency of the Serang City government experienced fluctuations, which means that there were several significant decreases and increases, especially budgeting for the realization of the budget itself. In 2020 the effectiveness level of the expenditure budget is at a percentage of 96% which shows a range of Rp. 15,498,990,133.00 in this year the budget is said to be Effective.



In 2021, it has decreased by around 2% with a percentage of around 94% which is in the range of Rp. 14,347,469,569.00, this decrease is also followed by a decrease in budget realization, even though it has decreased it does not reduce the value of the effectiveness of budget users at the agency, this year it can be said that the use of the budget is effective.

In 2022 there was another increase from the previous year, which was around 97%, which showed a range of Rp. 16,966,923,121.00. This is the highest level of increase from previous years and is followed by an increase in budget realization. In this year the use of the budget can be said to be effective. The effectiveness shown based on the calculations and criteria set has a different level in the year-to-year period, in these three budget years, the use of the budget is categorized as effective with a percentage of 96%. This means that the realization of the budget set has met the target set, and the implementation of activities in the agency has been maximized in its implementation.

#### 5. Expenditure Efficiency Analysis

The efficiency ratio is used to compare the direct expenditure budget realization with the total expenditure budget realization and also to see the level of budget savings made by the government (Saputra *et al.*, 2020). Based on the Decree of the State Minister Number 690.900-327 of 1996, the criteria for expenditure efficiency are as follows:

- a. Highly efficient: less than 60%
- b. Efficient: 60% - 80%
- c. Moderately efficient: 81% - 90%
- d. Less efficient: 91% - 100%
- e. Inefficient: more than 100%

The formula for measuring performance is as follows:

$$\text{Expenditure Efficiency Ratio} = \frac{\text{Expenditure realization}}{\text{Budget Expenditure}} \times 100$$

Calculations using the efficiency ratio analysis formula based on the table below can be concluded as follows:

Table 7. Expenditure Efficiency Ratio Fiscal Year 2020-2022

Fiscal Year	Budget	Direct Expenditure	Efficiency Ratio
2020	Rp16.193.554.126,64	Rp10.652.083.023,00	66%
2021	Rp15.217.076.181,00	Rp9.215.243.019	61%
2022	Rp17.434.695.029,00	Rp10.967.628.884,00	63%
Total	Rp48.845.325.336,64	Rp30.834.954.926,00	63%

Based on the table above, it can be explained that in 2020 the level of efficiency in budget use is at a percentage of 66% with a budget usage of around Rp. 10,652,083,023.00, from the total existing budget it can be said that the use of the budget this year is very efficient.

In 2021 the efficiency level of budget users is at a percentage of 61% with a budget user of around Rp. 9,215,243,019.00, this year there is a decrease in the budget of around 5%. In this year budget users can be said to be very efficient. In 2022 the level of efficiency of budget users was at a percentage of 63% with budget users around Rp. 10,967,628,884.00, this year is the same as the previous year, this year it is very efficient in using the budget.

From the table above, the realization of the expenditure budget of the Bappeda of the Serang City Government does not exceed the expenditure budget. In 2020-2022 all figures in the efficiency ratio show numbers below 100, so that it can be interpreted that there is no waste in budgeting for these three years. Thus Bappeda Kota Serang has succeeded in meeting the level of budget efficiency through existing programs and has been carried out.

#### 6. Expenditure Variance Analysis

Expenditure variance analysis is an analysis of the difference or difference between the realization of expenditure and the budget available in the fiscal year (Runjung *et al.*, 2022). The criteria in the calculation of expenditure variance analysis are as follows:

- a. Good: Expenditure Realization < Expenditure Budget
- b. Not good : Expenditure Realization > Expenditure Budget

The formula for measuring performance is as follows:

$$\text{Expenditure Variance Ratio} = \text{Expenditure Realization} - \text{Expenditure Budget}$$

Table 8. Expenditure Variance Ratio Fiscal Year 2020-2022

Fiscal Year	Budget	Realization	Variants Expenditure	Ratio (%)
2020	Rp16.193.554.126,64	Rp15.498.990.133,00	(Rp694.563.993,64)	98%
2021	Rp15.217.076.181,00	Rp14.347.469.569,00	(Rp869.606.612,00)	94%
2022	Rp17.434.695.029,00	Rp16.966.923.121,00	(Rp467.771.908,00)	97%
Total	Rp48.845.325.336,64	Rp46.813.382.823,00	(Rp2.031.942.513,64)	96%

In 2020 the absorption of budget use implied in the expenditure variance table above was around Rp. 694,563,993.64 or around 98% which shows that it leaves a percentage comparison of around 2% of the existing budget absorption in the realization of the expenditure budget at the Bappeda of the Serang City Government. In 2021 the absorption of budget use implied in the expenditure variance table is around Rp. 869,606,612.00 or around 94%, where the percentage level this year has decreased from the previous year, there is a difference in percentage comparison of 6% of absorption in the realization of the expenditure budget.

In 2022 the budget absorption implied in the Expenditure Variance table is around Rp. 467,771,908.00 or around 97%. In this case there is an increase from the previous year and the percentage comparison is 3% of absorption in budget realization and expenditure. When viewed from all changes from year to year, it can be said that the absorption of budget use is efficient. This is indicated by the average percentage of expenditure variance reaching 96%. And when viewed from the criteria, the variance of expenditure at the Bappeda of the Serang

City Government for three years can be said to be good, because the realization of expenditure does not exceed the budget.

### Conclusion

The financial performance of Bappeda of Serang City Government is seen from the harmony of expenditure for three years has prioritized the budget for existing activities. Based on the analysis of expenditure growth shows positive growth and utilization of expenditure has been done quite efficiently. Financial performance seen from the effectiveness of spending for three years has been effective. Based on the analysis of expenditure efficiency, it shows that Bappeda Kota Serang has made efficient expenditure. Financial performance in terms of expenditure variance can generally be said to be good, this is indicated by the absence of expenditure realization that exceeds the expenditure budget.

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