Implementation Of *Automatic Adjustment* Policy At The Nuclear Power Supervisory Agency (BAPETEN)

Galih Anggriawan¹, Cris Kuntadi² Politeknik STIA LAN Jakarta^{1,2} galihakla10@gmail.com¹

Abstract

This research aims to find out how the implementation of the Automatic Adjustment policy is carried out at BAPETEN, which is a non-ministerial institution categorized as a small budget ceiling but has the task of meeting the 2019-2024 RPJMN target in the context of nuclear power supervision. This research uses a qualitative approach with a case study design. Data collection was carried out through data analysis and data documents from the business intelligence of the Directorate General of Budget of the Ministry of Finance, Work Plan documents on KRISNA and interviews with the BAPETEN Planning Bureau. The results of this study indicate that APBN funding for BAPETEN in the budget document has a very unequal proportion which causes funding flexibility to be very limited in meeting performance targets, especially the target of fostering, licensing, and supervising nuclear power in health, research, education and industrial facilities to realize security and safety guarantees for the use of nuclear power in the community. The process of determining the amount of budget that is given an automatic adjustment block is carried out in a mixture of top down and bottom up. Priority scale is the main consideration when determining activities that will be reduced and goods expenditure is the type of expenditure that is most affected by the cutting policy. The impact of automatic adjustment is that it causes the budget to be increasingly minimal so that the RPJMN target for five years from 2020 to 2024 is never achieved. Policy making requires caution in formulating which ones need to be taken by considering the pros and cons to maintain optimal organizational goals.

Keywords: automatic adjustment, budget, nuclear budget

INTRODUCTION

The impact of the Russia-Ukraine war has hampered the supply of liquefied gas and other energy commodities to the blue continent, and has led to disruptions in the *supply chain of* several industrial staple commodities. This situation certainly affected the performance of industries and households, and at the sametime catapulted the prices of foodstuffs and commodities including fuel. Because of this situation, inflation gradually rose high, and had an impact on the economic recession in several countries due to slowing globaleconomic growth. Based on OECD data, it is estimated that global economic growth in 2022 will be 3 percent, down from an estimated 4.5 percent. Countries with developed economies, namely the United States, China, Japan, India and European countries are predicted to experience a slowdown in economic growth. Cooperatives are a form of carrying out social and economic development in the community ((Martoyo et al., n.d.)

Based on the world economic conditions above, the Indonesian economy is also predicted to experience the impact of recession and economic slowdown. The Indonesian government and Bank Indonesia have taken various steps to anticipate this. Based on BPS data, the Indonesian economy until the second semesterof 2022 still showed a positive performance with indicators:

- 1. The inflation rate remained low at 3.19 percent in the first semester of 2022.
- 2. The trade balance surplus reached USD 7.56 billion as of April 2022. The value of exports in April grewby 47.76 percent, while imports grew by 21.97 percent.
- 3. Economic growth in the first quarter, which reached 5.01 percent, illustrates that economic activity is growing.
- 4. Tax revenue in the first semester of 2022, has reached IDR 868.3 trillion or 58.5 percent of the 2022target of IDR 1,485 trillion.
- 5. Indonesia's debt as of the end of May 2022 was IDR 7,002.24 trillion.

Indonesia is optimistic that it will perform positively amid global economic uncertainty but remains vigilant (Coordinating Ministry of Economy, 2023). The very high increase in inflation and the threat of recession in several countries has led the relevant countries to take policies such as raising interest rates, which affects the Indonesian economy. For this reason, the Government always anticipates by taking fiscal policies to ensure that the National economic recovery needs to be maintained so that it can run optimally. Furthermore, due to the limited fiscal capacity to respond to these uncertain conditions, optimization steps are needed through reserves on the existing budget. On the one hand, the government still needs to maintainthe achievement of national development targets and K / L spending priorities. So that the APBN becomes more flexible and increases the efficiency and effectiveness of K / L spending. On this basis, the Ministry ofFinance issued a *budget policy automatic adjustment* through K / L expenditure budget reserves which beganto be implemented in FY 2022.

The Automatic Adjustment Policy in Indonesia is a strategic mechanism implemented by the Ministry of Finance to manage the state budget (APBN) flexibly, particularly in response to global economic uncertainties and geopolitical dynamics. This policy has significant implications for territorial change and conflict, especially in regions with secessionist tendencies (Ratri 2023, 50-51). The Automatic Adjustment Policy in Indonesia, aimed at fiscal flexibility, intersects significantly with issues of institutional change and corruption among public leaders, particularly through the lens of social capital. This perspective emphasizes the role of social networks and relationships in shaping governance and corruption dynamics (Silitonga et al., 2015).

The concept of "democratizing corruption" might seem paradoxical because corruption typically undermines democratic principles. However, in the context of Indonesia's "Big Bang" decentralization, the phrase refers to how changes in governance structures and roles can influence the dynamics of corruption networks (Silitonga et al., 2023).

As a non-ministerial government agency funded by the state budget that has duties in the field of supervision and utilization of nuclear power in Indonesia, the Nuclear Energy Regulatory Agency (BAPETEN) takes part in the implementation of the *automatic adjustment* policy. BAPETEN is a non-ministerial government agency with a small ceiling category (under 200 billion) that receives funding from the state budget is required to carry out the *automatic adjustment* policy. Based on this background, the research objectives are how is *automatic adjustment* applied to BAPETEN's activities and budget? And is there an impact?

Literature Review

Budget

Hansen and Mowen (2007, 316) say that "budgets are financial plans for the future: they identify objectives, and the actions needed to achieve them.". In the public sector, the budget is an instrument of accountability for the management of public funds and the implementation of programs financed with public money (Mardiasmo 2009, 61). The budget is an important part and object of public sector accounting. According to Halim and Kusufi (2014, 26), public sector budgets have the following characteristics:

- a. expressed in units of money;
- b. generally covers a certain period of time, one or several years,
- c. short, medium, or long term;
- d. contains management's commitment or ability to achieve the set goals;
- e. the proposed budget is reviewed and approved by a higher authority than the budget preparer; and
- f. Once prepared, the budget can only be amended under certain conditions.

Public sector budgets also have many functions. Some of its main functions are as a planning tool, control tool, fiscal policy tool, political tool, coordination and communication tool, performance assessment tool, motivation tool, and public space creation tool (Mardiasmo 2009, 63-66) and Halim and Kusufi 2014, 48-50). The description of each of these functions can be explained as follows.

- a. As a planning tool, the budget is a management planning tool to achieve organizational goals so that the organization will know what to do and in which direction policies will be made.
- b. As a control tool, budgets are used to avoid *overspending*, *underspending*, *misappropriation*, or *misspending*.
- c. As a fiscal policy tool, the budget is used to stabilize the economy and promote economic growth.
- d. As a political tool, the budget is a political document that represents the executive's commitment and the legislature's agreement on the use of public funds and is used to decide on the prioritization of financial needs against specific priorities.
- e. As a communication and coordination tool, budgets are used as a means of coordination and communication between departments within the government. This is possible because through acomprehensive budget document, a section or work unit or department that is a sub-organization can know what other sections or work units should do.

Budget Cuts

Budget cuts are among the measures commonly taken by governments in several countries in the face of fiscal pressures. Funds to finance state spending are increasing, but state revenues are difficult to reach the target. Since the option of raising revenues is difficult, the government chooses to cut spending. Whenassessing the implementation of budget cuts, researchers use five criteria as proposed by Raudla et al. (2013)in Levasseur and Raunce (2015, 3-4). The five criteria are:

- a. The amount of deductions is determined *equally* or *unequally* for each organizational unit;
- b. Type of expenditure cut (operational, program, or capital expenditure);

- c. Factors influencing the implementation of budget cuts (external or internal);
- d. Decision-making on matters and means of deductions is centrally determined or devolved toindividual *agencies* (centralization or decentralization); and
- e. Steps or actions taken by a public organization when facing cuts.

The responses of decision makers in budget cuts i n public organizations can be classified into two, namely *internal response strategies* and *external response* strategies (Jick and Murray 1982, 144-145). The internal response strategy is a strategy to decide the type of budget that is reduced. The external response strategy is a strategic choice by finding new sources of funds and stopping budget cuts. The internal response decision type consists of seven strategies as follows. Implementing digital transformation in the public sector often encounters significant budget constraints due to limited funds and stringent fiscal policies (Suryanto et al., 2023)

a. Rational priority planning

Rational priority planning is done by evaluating the value of the contribution of functions and programs to the main objectives of the organization. Functions and programs that contribute the least take the largest proportion of cuts.

b. Externally oriented political cuts

Externally-oriented political cuts are made by implementing the largest cuts to programs or functions that will generate the most pressure for the organization. In some instances, the largest budget cuts occur in the highest priority activities because they have the most dramatic criteria.

c. Internally oriented political cuts

Internally-oriented political cuts are made by implementing cuts in organizational units that have the least power to resist (regardless of the importance of their contribution to the main goal).

d. Across-the-board cuts

All units or programs in the organization are ordered to reduce their budgets by the same proportion orundergo the same restrictions.

e. Delay

Delay is also known as an avoidance strategy. Postponement is done by deciding to postpone the decision to cut the budget. The organization decides on deficit financing and assumes that the organization faces a shortage of funds, the organization does not implement savings, and the organization does not have a surplus from previous years.

f. Abdication of authority

Relinquishment of authority is done by giving other parties the authority to decide on budget cuts.

g. Passivity

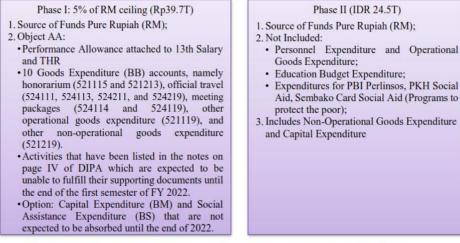
Passivity is when the organization has no role at all in strategic decision-making. Funding agencies willdecide on funding cuts. The organization focuses on operational issues to implement decisions.

1. Automatic Adjustment Budget Policy

Automatic Adjusment Expenditure is a budget reserve policy in order to mitigate the impact of the continuation and worsening of the COVID-19 pandemic conditions, it is requested to make a budget reserve (Automatic Adjustment) of 5% in each Ministry / Institution. Budget reserves here are carried out by postponing activities that are considered not prioritized or making budget cuts in activities that will becarried out. In essence, Automatic Adjustment is the same as cutting the expenditure budget because later if there is no urgent need, the budget that has entered the automatic adjustment allocation will be returned to the State General Treasurer authority.

Automatic Adjustment Year 2022

The legal basis for this policy is Article 28 paragraph (2) of Law number 6 of 2021 concerning the FY 2022 State Budget. Implementation by blocking the budget through a budget revision mechanism (blocking). The AA target is IDR64.2T which is carried out in 2 stages, as follows:



Source: Minister of Finance Letter No. S-1088/MK.02/2021 dated November 29, 2021 and No. S-458/MK.02/2022 dated May 23, 2022

Automatic Adjustment in 2023.

The legal basis for this policy is Article 32 paragraph (1) of Law Number 28 of 2022 concerning the FY 2023 State Budget. Its implementation is by blocking the budget through a budget revision mechanism(blocking) before the current fiscal year after DIPA is published. *The automatic adjustment* target for 2023 based on Minister of Finance Letter Number S-1040/MK.02/2022 dated December 9, 2022 is IDR 50.2T with the following criteria:

- a. Source of funds Pure Rupiah (RM).
- b. Activities prioritized for AA are as follows:
 - Personnel Expenditure that can be streamlined;
 - Goods Expenditure that can be streamlined, not urgent or can be postponed,
 - The goods expenditure accounts are primarily derived from 10 (ten) goods expenditure accounts, namely honorarium (521115 and 521213), official travel (524111, 524113, 524211, and 524219), meeting packages (524114 and 524119), other operational goods expenditure (521119), and other non-operational goods expenditure (521219);
 - Capital expenditure that can be streamlined, is not urgent or can be postponed;
 - Social Assistance that is not permanent; and/or
 - Activities that are currently blocked (Note Page IV A DIPA) and it is estimated that the supporting documents cannot be fulfilled until the end of Semester I FY 2023.
- c. Can be applied to Education Budget, Health Budget, and National Priority projects, in case other sources are insufficient.
- d. AA policy exceptions for the following activities:
 - Expenditures related to permanent social assistance, including: Health Insurance ContributionAssistance Program (PBI), Family Hope Program, and Basic Food Card;
 - Shopping related to the election stage;

- Shopping related to the National Capital of the Archipelago;
- Expenditures for payment of Multi-Year Contracts; and
- Expenditure on *availability* payments (*AP*).

Methods

The research method taken is a qualitative method with a case study approach. The focus of this research is how the implementation of *Automatic Adjustment* by the government will affect the budget posture at BAPETEN. Data and document analysis were used in the research approach (Bowen, 2009), where researchers obtained data from the *business intelligence of the* Directorate General of Budget of the Ministryof Finance, Work Plan documents on KRISNA and interviews with the Planning Bureau of BAPETEN.

Results and Discussion

Budget Ceiling and Composition

Based on Law Number 10 Year 1997, one of the main tasks of BAPETEN is to supervise the utilization of nuclear power in Indonesia. Utilization of nuclear power in addition to providing benefits can also provide radiation hazards. Therefore, every activity that utilizes nuclear power which includes the fields of health, education, research, industry, and nuclear material installations must obtain a license and be supervised by BAPETEN. The implementation of nuclear power supervision by BAPETEN runs optimallyby looking at the performance of budget absorption which is categorized as good (according to the IKPA criteria, which is above 90%). In 2020 budget absorption in 2020 budget performance was slightly not optimal due to *extraordinary* conditions, namely absorption of only 85.2% due to budget implementation limitations when the pandemic occurred *in billion Rupiah*

| Ministries/ | 2020 | | 2021 | | 2022 | | 2023* | |
|---------------------|---------|-------|---------|-------|---------|-------|---------|-------|
| Institutions | Ceiling | Real | Ceiling | Real | Ceiling | Real | Ceiling | Real |
| BAPETEN | 106.7 | 90.9 | 107.6 | 106.2 | 118.0 | 112.9 | 124.4 | _ |
| % Realization | | 85.2% | | 98.7% | | 95.7% | | 77,9% |

^{*} until September 13, 2023

Source: DJA Business Intelligience accessed September 2023, processed

Furthermore, it can be illustrated in the table how the composition of the BAPETEN budget in 2022 and 2023 when the *automatic adjustment is* applied: *in billion Rupiah*

| Ministry of Institutions | Cost Type | Funding Source | 2022 ceiling | % Total Ceiling | 2023 ceiling | % Total Ceiling |
|-----------------------------|---------------------|-------------------|-----------------|--------------------|-----------------|--------------------|
| BAPETEN | Employee Operations | Pure Rupiah | 62.00 | 51.45% | 62,50 | 51.40% |
| | Operational Goods | Pure Rupiah | 18.50 | 15.35% | 19.02 | 15.64% |
| | Non-operational | Pure Rupiah | 28.74 | 23.85% | 28.77 | 23.66% |
| | | PNBP | 11.28 | 9.36% | 11.30 | 9.29% |
| | 120.52 | 100.00% | 121,59 | 100.00% | | |

Source: DJA Business Intelligience accessed September 2023, processed

From the above ceiling position in 2022, 66.80% of BAPETEN's ceiling is allocated for operational expenditures, which in its arrangements must be allocated and prioritized. Meanwhile, for the implementation of organizational duties and functions, only 23.85% of the ceiling can be allocated and supported by PNBP of 9.36% of the ceiling. With a very unequal proportion, of course, the flexibility of funding is very limited in meeting performance targets, especially the targets of guidance, licensing, and supervision of nuclear powerin health, research, education and industrial facilities to realize security and safety guarantees for the use of nuclear power in the community.

Determination of Budget Reduction Amount

Based on Minister of Finance Letter Number S-1088/MK.02/2021 dated November 29, 2021 regarding *Automatic Adjustment of* Ministry / Institution Expenditures for FY 2022. This policy is taken in the contextof implementing Law Number 6 of 2021 concerning the FY 2022 State Budget, as well as following up on the President's direction at the Plenary Cabinet Meeting on November 17, 2021. The President gave directions for a strategic step to be taken in 2022 in order to mitigate the impact of the continuation and worsening of the COVID-19 pandemic conditions, namely by making budget reserves (*automatic adjustment*) of 5% in each Ministry / Institution (K / L). As a public organization that receives funding from the state budget, BAPETEN is asked to identify activities that can be postponed or streamlined by adjusting its budget by postponing non-priority activities.

In order to follow up on this policy, based on information from the Bureau of Planning, Personnel and Information, to determine the amount of budget reduction at BAPETEN, the Bureau of Planning, Personnel and Law at the BAPETEN Main Secretariat calculates the budget to be postponed/cut. The results of the calculation are submitted to each echelon I unit, namely the Deputy for Licensing and Inspection, the Deputyfor Nuclear Safety Assessment, and the BAPETEN Main Secretariat. The amount of numbers in each unit isdetermined *top down*. In public sector organizations, initial decisions are usually made *top down* or determined centrally by the competent authority, in line with the following research by Raudha (2013, 24-25).

Centralization of decision-making can even be seen as a necessary pre-condition for undertaking retrenchment. Centralization of decision-making during retrenchment is necessary because the organizational subunits would be very unlikely to volunteer the making of cuts. Organizations and their sub-units tend to believe to have very "special characteristics" not suitable for cuts.

Furthermore, each echelon I unit can submit proposals and provide input on the calculation of the amount of budget that can be postponed / cut from the Bureau of Planning, Finance and Information if there is a mismatch in the calculation. In responding to this policy, the work unit does not try to *avoid/delay*, but insteadactively provides input in the discussion forum between the Planning Bureau and technical deputies. After that, the final result, namely the final figure for the amount of the budget that is carried out by *automatic adjustment of the* expenditure budget, is coordinated again by the Bureau of Planning, Personnel and Information. So there is an ongoing process to determine the amount and distribution of the budget when the*automatic adjustment* policy is applied and related to the parties involved or responsible for making these decisions.

The pattern of budget cuts is carried out *unequally* in each of these units considering the uneven ceiling size and priority budget allocations that accumulate in one work unit, namely the Deputy for Licensing and Inspection. Furthermore, *automatic adjustment is* also carried out on the budget of the Deputy for Nuclear Safety and Security Studies and the Main Secretariat of BAPETEN which received a smaller cut allocation. Decisions regarding the amount and distribution of budget cuts are carried out in a centralized and decentralized manner at the same time. The initial stage and final decision rests with the Planning Bureau, the Principal Secretariat of BAPETEN and then the results are determined by the Head of BAPETEN. The decision is made after considering proposals and opinions from each echelon I unit. The opinion of the technical echelon I unit is needed because the unit knows better and identification is carried out to understandthe activities and types of expenditure. The determination by the Decree of the Head of BAPETEN will provide a strong legal aspect.

At BAPETEN, priority scale is the main consideration when determining activities and types of expenditure to be reduced. Activities that become organizational priorities in carrying out tasks and functions will be secured first. In FY 2022 and 2023, the priority of the Deputy for Licensing and Inspection is to conduct inspections and supervision according to IAEA Standards at Health, Industrial, and Nuclear Material Installation facilities. The priority of the Deputy for Nuclear Safety and Security Assessment is to conduct studies related to the latest issues in the development of mini reactor technology and Nuclear Power Plants. Reduced spending on national priority activities is prioritized, namely the procurement of Radiation Data Monitoring System (RDMS) equipment, which is a five-year RPJMN priority in the context of early warning of non-natural disasters. Based on the *automatic adjustment* provisions, BAPETEN also includes the remaining personnel expenditure allocation at the Main Secretariat from the performance allowance component that is not paid. Furthermore, the reduction of expenditure is carried out on supporting nuclear studies, as well as the elimination of some inspections to radiation facilities (on site) which are considered inrecent years to be in a good category and can conduct participatory inspections so as to ensure the safety and security of nuclear power utilization.

Furthermore, after identifying the budget that can be postponed, the total budget temporarily blocked as an *automatic adjustment* phase I is Rp5.46 billion 4.5% of the total ceiling). This amount is relatively small, but because the implementation of this policy is carried out by cutting the non-operational budget from PureRupiah which is funding for the main tasks and functions, which is 18.89%, the effect is very impactful on the implementation of the budget at the beginning of 2022, this condition certainly indicates that at the beginning of the year, nuclear utilization monitoring activities cannot *run fast* to catch up with targets that were left behind when the pandemic hit last year. PNBP as a support for funding to achieve performance targets cannot be directly utilized at the beginning of the fiscal year because it goes through stages that take time, namely the cooperation contract first then recorded on DIPA.

Impact of Automatic Adjustment

The total BAPETEN budget in implementing the *automatic adjustment* policy stages 1 and 2 is IDR 8.11billion with a proportion of 6.7% of the total ceiling and 28.21% of funding for tasks and functions. The following are BAPETEN's national priority targets in the 2019-2024 Strategic Plan document:

Real Until 2023 Total (OnTarget until 2020 2021 2022 2023 Going) 2024 National (Unit) (Unit) Priority Indicator Projects Real Target Real Target Real Target Real Target (On (Unit) (Unit) (Unit) (Unit) (Unit) (Unit) (Unit) Going) Availability of National Technology Nuclear for Post-Preparedness Disaster 2 15 0 15 4 2 15 2 64 Infrastructure 6 Prevention (operational and and integrated Mitigation radiation detectors)

Source: RPJMN 2019-2024, Monev Budget Performance, RKA-K/L 2023 processed

The five-year RPJMN target from 2020 to 2024 for the provision of National Nuclear Preparedness Infrastructure (operational and integrated radiation detectors) was never achieved. In 2020 the target achievement for the National Priority Project was only 50% of the target. Then in 2021 only 13% was achieved due to the escalating pandemic, then in 2022 the National Nuclear Preparedness Infrastructure targetwas completely absent, or zero, due to the *automatic adjustment* policy. In 2023, as a result of budget constraints, only 2 (two) units of Nuclear Preparedness Infrastructure were allocated.

Furthermore, in anticipation of the delay of several main nuclear supervision activities, in the face of *automatic adjustment in* 2023, based on the results of interviews with the Bureau of Financial Planning and Information, a standard has been prepared as a response to the policy. In 2023 internally with the reflection of the implementation of the 2022 automatic adjustment, there are several criteria for refocusing and reallocating the budget in the BAPETEN budget posture in the face of the 2023 *automatic adjustment* carriedout at the beginning of the year, namely by following a priority scale:

- 1. Postponement of activities in management support programs related to internal organizations;
- 2. Cut down on socialization, dissemination, which can be done online;
- 3. Reduction of official travel expenditure, because it is in line with the development of applications that support *e-government* in the context of nuclear supervision;
- 4. Delays in procurement of equipment to support supervision, including national priority programs due tobudget constraints;
- 5. Postponement of performance allowance expenditure in December to be paid in the following year.

BAPETEN in this case has made *extraordinary* policies in response to government decisions. Policy making in an internal organizational response requires caution in formulating what needs to be taken by considering the *pros and cons* to maintain optimal organizational goals. The *automatic adjustment* policy requires the leadership of the BAPETEN organization to make policies while maintaining organizational

control activities in accordance with the original objectives, even though resources have been reduced. Anthony and Young (2003) Control management Control management is between strategy formulation and job control. Control management accepts the goals and strategies that have been determined in the strategy formulation process. Focusing on strategy implementation and efforts to achieve goals, control managementseeks to ensure that the organization designs effective programs and implements them efficiently. Management, in this case the budget policy makers, must have special attention to control during and after the activity runs in order to *quality assure the* efficiency of the activity to be in accordance with what has been determined. Furthermore, the realization of each output can be a projection of the organization's abilityto formulate ideal targets, both priorities on a national scale and priorities on the scale of the organization itself.

Conclusions and Suggestions

The government has issued an *automatic adjustment* policy in order to respond and maintain national economic sustainability. BAPETEN as a state institution contributes by postponing activities that are not prioritized with limited funding resources in carrying out tasks and functions. This *automatic adjustment* policy greatly affects the National Priority targets set in the RPJM. This automatic adjustment policy will also have an impact on the organization's burden in supervising health units, industries, and nuclear installations that utilize nuclear power by adjusting the schedule for conducting supervision/inspection due lack of budget. The quality of supervision will also decrease as capital expenditures for technical equipment for support are delayed.

In order to anticipate the *automatic adjustment* policy and similar policies which in essence are budget reductions, it is necessary to carry out *creative financing* by utilizing other funding sources both from the APBN and Non APBN, for example the use of disaster budget *pooling funds* managed by the National Disaster Management Agency. This is possible because nuclear hazard mitigation is included in the category of potential non-natural disasters. BAPETEN can conduct socialization to the public regarding nuclear utilization, its benefits and hazards in order to further ground the growing nuclear technology so that the BAPETEN organization can be better known and is expected to get "attention" from policy makers.

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