

## **Budged Politic For Society Analysis Study of “Pro Poor Budged” In Regional Authonomy Era East Java Province, Indonesia**

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**Abstracts:** *Study of budget politics often look closely at the government’s policy bias against the budget for the benefit of society. In the era of regional authonomy, each region has a policy against the budget. Political studies of the local government budget is relatively new, even though studies politics and budget inseparable. The study used a qualitative approach deskriptif analyzed data from the view of the bureaucrats, the views of NGOs (NGO / NGOs), research scientists, activists of political parties, and the general public. From the result of many studies found that budget policy is still far from “pro-poor budget”. It can be seen from year plan in proclaimed by each region in Budgeting for the benefit of poor people (pro-poor budget), but overall in the spirit of regional autonomy, pro-poor budget has begun to emerge.*

**Keyword:** *Political Budged, Pro Poor budged, Regional Autonomy*

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### **I. Introduction**

Study of budget politic in Indonesia is a new relative thing in politic science. Actually, eventhough budget is integral with the politic. It’s happened because inhabitation of democratic politic process in new orde era. Which is has characteristic centralized. As long as democratization which become political reformation spirit in Indonesia since 1998, study of budget politic growing in line with the public awareness to escort democratization process leading to the supposed direction. So it will not fall again in centralized & authoritarianism.

To escort the democratic process which has good quality in the context of good governances with principles of participation, transparency & accountability which also closely related to the governance of government finances. This raising awareness about how the government supposed to be as one of politic power. Which planned, organized, and also can be accountable with good governance principles.

The awareness that in budget politic issue almost including all of important politic issue. Such as education, health, economic empowerment, family wel fare, environment, country income from many sector and also some other important public issue which lately it can be inspire various socio-political movement among non governmental organization especially in Indonesia. There are some non governmental organization which famous concern with this problem such as Indonesian form from transparency budget (FITRA), transparency International Indonesia (TII), Government Watch (Gowa) and many more.

With support from some donors organization, budget politic issue also disseminated until rural areas of country via local non-government organization as amplifier base and collective awareness to actively participated in preparing public budget or regional budget and also doing public active surveillance.

It’s mean there are some civil society organization (CSO) in regional which has success story to escort and advocating for some budget issue. While the world of education of university. Also has role to make it become formal study material in the curriculum or incidental materials in the implementation of “Tri Dharma” of their university at some department such as education, research, and community service.

So important budget as estuary of some important public issue in the context how the financial strength has been well managed to closely with the public good direction. Both in the education, health, economic empowerment, family welfare, environment, infrastructure and many more. The public good in budget politic, means the budget has the priority in development plan and budgeting as a conciete evidence of implementation the priority.

So for that perspective we have a hypothesis “how the implementation of pro-poor budget in connection with budget politic?”

### **II. Literature Review**

Related to the politic concept and budget concept as a study material, truly it’s a new thing eventhough actually budget is integral with politic. For example, as institutional, budgeting is one of constitutional function of legislature which has been going since the defined constitution Republic of Indonesia.

Budget politic has a lot of meaning, Surbakti (1992) (1) said at least there are 5 perspectives about politic. The perspectives are:

1. First, in classic perspective the budget politic is an effort of society to discuss about good public.
2. Second, in organization perspective looking that politic is connected with all of part, which connected with the state management and government.
3. Third, in authority perspective politic as all activity which related to formulation and the implementation of public policy.
4. Fourth, in conflict perspective politic is a conflict arena to looking for and maintaining to important resources.
5. Fiveth, is functionalism perspective

From all five Surbakti's perspectives about politic, there are the same 5 perspective too about budget politic

1. 1<sup>st</sup>, in classic perspective, budget politic is an effort of sociality to discuss about good public to determinate budget policy. This view has normative and speculative characteristic.
2. 2<sup>nd</sup>, in organization perspective, budget policy has meaning as a role of government to implementation of economy strength for realizing the national goal.
3. 3<sup>th</sup>, in authority perspective, budget politic as a arena and politic tools to looking for and maintaining the authority.
4. 4<sup>th</sup>, in functionalism perspective, budget politic as a formulation and budget policy implementation.
5. 5<sup>th</sup>, in conflict perspective, budget politic is conflict appearance for any body or any groups that referenced. So that, the idea and the interest can raising, colouring, and dominating in the budget files. To powering this perspective, Lasswel (1997) (2) said that politic is "who gets what, when and how". So, in the budget polictic context it has meaning "who" for people, organization, society group can get access for what ever program from regional budget or country budget, when they can get it and how they can get it.

From Robin (1990) (3) there are 5 politic perspectives in budget. There are reformic, incrementalist bargaining, interest group, budget process and policy making.

1. Reformic perspective has argumentation that politic and budgeting should be has antithetical characteristic, that budget should be has more technic characteristic and according to the efficiency based.
2. Incrementalist perspective looking the budget as a negotiation process of group and stake holders which routine related in the process of budget disscution.
3. Interest group perspective looking that interest group have dominant role in the process of budget.

Musgrave (1989) (4) said about 3 classic roles of budget which always make politic sparring. There are instrument regulation, stabilization and stabilization.

In the instrument regulation context, budget is a tool to manage life system, country behavior and the society of a country. Budget also influential to the society consumption at energy, food, and resources which controlled by the state. For example the reformation subsidy regulation of natural energy and natural oil, and also regulation to differentiate in using premium and pertamax. The differentiate is according to the economic capability or conversion energy from kerosene to gas (natural gas) that utilizing at house hold and micro industry in Indonesia. That's happened to revoke kerosene subsidy.

That means budget regulation has a role to moving the social dynamics of the community economy, is a role as stablitation tools, budget giving perspective and important assumptions about economic strength for interest of macro and micro analys. budget also has role to keeping inflation rate, deflation, flow of goods, and services in and out of country by way of surplus, deficit, and balanced.

While the ide of redistribution, budget become effective tools to create social justice because the function is taking from taxes and levies and also giving subsidy. In this context budget become a tools to get commonweal or as policy to solving problem of poverty. Redistribution of wealth become the core of the philosophy from welfare state (Fernandez, 2007) (5).

In line with the utilization for society welfare, budget also very important with some reason. There are at least 3 reasons according to Mardiasmo (2002) (6).

1. Budget is the important tool for government to directing development social economy, ensure sustainability and improve the quality of life.
2. Budget were needed because there are necessity and society wish that unlimited and continuing expand when the quota of resource is limited. Budget needed because there has a problem about scarcity of resource, choice and trade offs.
3. Budget needed for ensure that the government has responsible to the society. In this context, public budget is a instrument to implementation of public accountability by public organization.

So, budget politic has very important role as a politic action from some dynamic process with formula or non formal, that related some politic strength which in the inside of politic society, and also very important implication from the result of the goals on the society development programming. Budget politic is an important tools to get society welfare.

### **III. Research Method**

Research Method is some scientific procedure which should be compiled and obeyed as logical direction that has been systematized and in order to qualify for scientific truth and also has meaning as main way which using by researcher to get their goals and determine the answer of problems that have been filed (Mohammad Nasir (1997) (2). It's mean that research method use for get the answer which has full fill of scientific standards for scientific question that posed. With using descriptive and qualitative research method as can approach to get deep perspective of that title.

Using qualitative methods in research has consequence in using file, open interviews, concept, presumption behavior, other referral that interpretes according to the relevant theories. Qualitative method of research more rational because even though there are same files, numbers, and nominals but all of the interpreted qualitatively to the economic politic theories, in the context of relevant budget politic. At some literature, research method is qualitative term. Not only common as a type of file but also related to file analysis and interpreted as the object of study (Andik Prastowo (2012) (8)).

Lexi J. Moleong (2011) (9) said that qualitative research is a research for understanding of phenomenon. Experience from researcher holistically and descriptively when making sciences and language. In the specific context with using scientific method. It's mean that there's no manipulation in the inside and without hypothesis testing. The expected research result is not generalization based to the size of quantity, but from quality of phenomenon that has been observed. So, as qualitative research, this research should has perspective of any files, behavior, perception, motivation and many more that deep relevant about society budget politic.

Denzin and Lincoln (2009) (10) have perspective that qualitative research is some interpreted practice material which make the world can be seen. That practice change the world in the some representation, there are fields notes, interviews, conservation, photo, video, video, and memo.

Qualitative research also include the use and collection many empirical file being studied, for example case studies, personal experience, introspecting, text, and culture production, biography, observational text, history, interactional and visual. Qualitative research doing some large interpretive practice which always related and wishing to get the best understanding about subject of study that is being studied by Norman K. Denzin (2009) (11).

In this context this research will be coupled with various empirical file which has characteristic of observational documentary text, such as UU, RPJMD, APBD, and some other document text, and also processed file from field interview, conservation, personal experience, and many more. In being documentation study, this research also collect some file and information which traced through field study, interview, etc.

### **IV. Result And Discussion**

#### **Pro-poor budget**

Making frame work can't be separated from the philosophy espoused. Fernandez (2007) (5) decision of state wealth retribution and equalization of welfare which has been taken. For example, adherents approach to prosperity can simulated with the accretion and really sure about that poverty can automatic resolved with accretion, than in the other side adherents approach to equalization pointed out that growth approach make many gap in poverty become more deep because the poverty problem untouched equalization approach more emphasize to the structural dimension which fair in poverty reduction.

That's also same with frame work of "pro-poor budget". Wardi & Abdul (2009) (12) differentiate of pro poor budget & budget for the poor. Budget for the poor is a budget which allocate for poor peoples. This budget still focus at allocation and allocation process until process of how the distribution of that budget. The fund are in the for mof program, such as sanitation program. Than pro poor budget is all budget system which involving substance, process, income requirement and shopping. Substantially, pro poor budget is regional income budget and united income budget which dedicated to resolving the poverty. Processly, requires involvement participation of poor peoples. In terms of revenue, is not make the poor people become more poorer. Than in shopping allocation rate, that's truly special for poor people, so they can get out of the problem of poverty.

Wardi & Abdul (2009) (12) also give terms for income and shopping of regional budget and united budget judging by the balance on pro poor budget perspective. From the income side, income is not from peoples, not damning poor people and not making poverty. From the expenditure side, there are basic public service programs with the direction is to minimize to poverty. For example, when our President Susilo Bambang Yudhoyono launched the community empowerment program (PNPM) which the fund's resources from loans of

world bank, truly it's cannot entrance to por poor budget cathegory. Because I the future this program will domning for poor peoples. That program, just including at budget for the poor cathegory.

#### **Politic And Regional Development Plan**

Vision and mission of politic leader is essentially campaign promise of candidate of politic leader from a government politic system which democratic by society direct selection. In regional authonom era, has been made laws for public development planning system.

No. 25 on 2004 (UU SPPN) (13) which containing formulations of development approach that integrates some kind of approach. For example politic approach, technocratic approach, participatory approach, bottom up and top down approach. Also explained that vision and mission of regional leader which a campaign promise amd defined in regional medium term development program (RPJMD) (14). It means that politic approach very received in regional development program.

Not only it, after that the vision and mission documented and become some a political contract of the elected regional leader with society about whatever that objectives to be realized. As the realization integrated development program with politic process especially at campaign period to ensuring society to choose the candidate of regional leader.

Technicly, regional medium term development program is a file program for 5 years period which including explantation of vision, mission, and regional leader program. The formulation based on regional long term development program with give attention to and minimum services standart which has defined by the government.

According to Ritonga (2003) (16) regional medium term development program also contain strategic programs, that making according to the regional strategy.

Strategic program defined by strategy which that program included and not affected of the regional budget. It happened because the program has high strategic value. According to the study of management strategic. There are some indicators in regional medium term development program :

1. Analysis about situation, including horizontal conflict potential and dynamic politic with increase in the centre of society.
2. Projection of economic growth, in the primary sector of economy. Which needed a conducive policy for primary economic growth or social economic sector which needed intervention of policy with realization program and some activity.
3. Regional index, such as human development index (IPM), unemployment rate, poverty rate, dropout rate, symptoms of damaged to the ecosystem, environmentiand spatial.
4. Regional medium term policy.

This regional medium term development program can take the strategic role in regional authonom era and changes role of the lines of state policy (GBHN) in new orde, which become reference for development and used nation wide. The lines of state policy or GBHN critized for being less able to translate localistic because the character of every regional is varies from resource side, or from the problem side that cannot answered with centralized documents. And the small of authority and regional budget in managing the government house hold, also accused as slow growth and population distribution in regional.

Regional authonom gives big politic strength from authority and budget side. In the context of budget, regional authonom as a politic strength to realizing development via the budget. So that, budget position in regional authonom era is very strategic, because budget become betting of planning and economic strength. Which funding on the planning materialized.

In this care, the cash budget following the function. We can clearly see at article 8 paragraph 1 UUD 1945 (17) which said that the authority submitted to the regional. In the frame work of decentralization should be followed with surrender and transfer finance, facilities and infrastructure, and human resources according to the authority which has submitted. This appllies also to deconcentration the delegation of governmental authority to governor. It should followed with budgeting according to the authority which has submitted (Kaho, 2002) (18).

It means central government transferring the funds according to the devolution of that regional. That fund transfer, there are general allocation fund, special allocation fund, help centre, tax and non tax sharing and many kinds revenues.

It means in regional authonom era, economic strength which has source from receiving money from the central government which experiencing a significant increase. But receiving which has source from central government, it cannot become pedestal life of regional government house hold. Original regional income, should be significant increase too, in line with widespread of authority for cultivating and managing productive of economi resources and the regional potential, so it will producing income. All of income from any resources will be including to the income component in regional income and expenditure budget (APBD).

So big east the income of regional, so big east the economic and politic strength which can using for development to make society welfare.

Pro poor budget & budget politic for society. Discourse discussion of pro poor budget happened not only in academic circle practitioners observes of government, but also as implementing the budget in government circles. But in the discourse, regional authonomy has very advanced with making regional as the strength basic of regional medium term development program as a budget politic for society.

Speakers and expert researchers have various opinion about it. Speakers from non-governmental organization which concern to governance and budget said that regional implementation which condensed to pro poor budget as a spirit for advance the region, must be looking not only from the amount of budget allocation from the government for poor people and in the form of grants, as well as in others forms and only for the benefit of the poor people. More than that, there are :

1. The availability of basic services and representative in the health side or education for por people. On this context the availability of basic services often still complex in the implementation. Free treatment program and free education program leaving many problem that often have administrative characteristic, so the poor peoples are harmed. For example in the health program, the data is still not in sync at the village and city or regency, so the process of free treatment access is a bitroot. So, do the same with education program poor peoples. Actually the program is not only free in the payment of school administration. But also for availability of school facilities and infrastructure which representative, best quality education service and welfare even though we still often seeing some news about some school building which almost collapsed.
2. The availability public information which sufficient, detail and easily accessible to the public, so society can participate in implementing oversight of government correctly according to data and indicators that have been set from the government. In this context, speakers have opinion that regional authonomy should not be half hearted in providing it, but the reality it's not easy to get it. Even the existence of information commission and public service commission which in regional authonomy era not necessarily able to be a intermediary if there a dispute of public information that desired by the society of the government. Even now there are some dispute problems of provincial government and non information. Government organization are currently in the process of law.
3. Public society participate in planned budget, implementation, until oversight performing well as stipulated in constitution of national development planning system. In this context according to the speakers, still same problematic transparency that is even though newly established formally and not get substantially implemented. This is evidence of the loos of most community proposals. In the discussion of development planning (Munresbang). Then speakers from Bureaucracy in generally confirmed that pro por budget, it was indeed able to animate the condition of regional authonom.

So, development programs is directed at alleviation and strategic poverty prevention to achieve the goal were measured according to the indicators in regional medium term development program (RPJMD) (13). The programs spread across to various department work unit with various leading sector in the environment of regional government.

Speakers from the activist circle has opinion that pro por budget directly the budget strength to help poor peoples. This is the important basic of social assistance program. That directly from the regional government to the poor peoples. Budget income and expenditure of regional is a politic economic strength that based using organizing development for society, especially for poor peoples.

Speakers from society circles meaning the pro poor budget is a situation which society to be able easily getting jobs and economic welfare as an impact of government programs which prefer to the need and interest of poor peoples. It means that simply the society translating the budget income and expenditure of regional can be able to welfare for the society. textually that must be a regional concrete programs.

## **V. Conclusion**

A series of theory, data information and argumentation in this research show that the conclusion is :

1. Pro poor budget become spirit of regional authonomy era
2. In the implementation regional authonomy have been do the maximal efforts for full fill indicators of success. That showing by full fill ment of all success indicators. But the success still leaving a lot of substantive or formal procedural problems that the success of indicators has confirmed with the preference of the data and the reality still have a gap.
3. The government politicians generally have the same understanding about conceptual and practice in the area of pro poor budget.

But each other not directly deny the role of each other. Precisely, of each others (birocratic political activist regional government members, or non government organization) were building each other with giving support, criticism, and suggestion.

## **VI. Recommendation**

This research show that some positive and negative things of budgeting management in regional authonomy era and also with the parties concerned. So, researcher recommending some opinion, there are :

1. Regional province government need to implement mechanism of repair from various suggestion and criticism. That directly by outside part of province government especially about budget management repair, data synchronization, transparency of strengthening quality of budget implementation.
2. Regional society's representative assembly (DPRD) not only prioritizing social assistance as the best mechanism to reach out poor society. Awareness about the important to exert of politic economic power in budgeting at various sectors for eradicate poverty so the indeks of poverty can be decline.
3. Society circles who formally joined non government organization or not should be always critical and constructive, so it can be a good part and participate in building the government of east java province especially for poverty allevation.

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