

Development of Accounting and Budget System of General Services Board in Universitas Brawijaya: Study of Interpretive

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Abstract

This research attempts to understand the development of accounting and budget system of general service board Universitas Brawijaya using the perspective of institutional theory. Accounting and budget system under study include the change from traditional budgeting to performance-based budgeting and the cash basis (modified accrual basis) to accrual basis. The purpose of this study were to finding the meaning on the development of accounting and budget system of general service board Universitas Brawijaya done today. This research was conducted within the framework of interpretative research paradigm. Analysis and interpretation development of accounting and budget system is done through the New Institutionalism Theory. The results of this study indicate that the actors interpret the application of accounting and budget system of general service board Universitas Brawijaya is to meet the demands of legitimacy because of the insistence of PP No. 23/2005, PMK No. 76/PMK.05/2008, and PMK No. 44/PMK.05/2009.

Key Words: accrual accounting, general service board, new institutional theory, performance budgeting

1. Introduction

Post-Suharto government, the Indonesian government has made local autonomy and decentralization of development starting in 2001 (Sjafrizal, 2008:124). This development has brought a great change to the provision of public services in Indonesia in recent years, one of them on educational services in universities, especially state universities. According to Effendi (2003), as a social institution that has traditionally served to develop science and technology, universities are the institutions most sense to change the social demands of globalization. Businesses, governments, and communities that need a new science-based information technology, biotechnology, and other multidisciplinary sciences requires state universities to meet their needs for science and technology higher. Consequently, state universities must follow the changes.

To meet the demands of an increasingly global and complex, universities require funding in order to finance the operations of teaching, research, and community service. Universities funding is expected to be executed in accordance with the principles of good university governance which contains the principles of transparency and public accountability. To achieve this, it needs an instrument of accountability, the budget and accounting.

State universities are applying financial management of General Service Board (GSB) governed by laws and regulations in the financial sector of the country. Some of the main rules that specifically set as follows: (1) Laws (UU) No. 17/2003 on State Finance, (2) Laws (UU) No. 1/2004 on State Treasury, (3) Government Regulation (PP) No. 23/2005 on the Financial Management of General Public Service, (4) Government Regulation (PP) No. 24/2005 regarding the Government Accounting Standards, (5) Financial Ministry Regulation (PMK) No. 76/PMK.05/2008 on Accounting and Financial Reporting Guidelines for Public Service, (6) Financial Ministry Regulation (PMK) No. 44/PMK.05/2009 about the Budget and Business Plan and Budget Implementation of General Service Board, and (7) Government Regulation (PP) No. 71/2010 on the Government Accounting Standards. In general, the regulations make clear that institute who using the GSB model should implement performance-based budgeting system and the accrual basis of accounting.

Universitas Brawijaya (UB), as one of the state universities in Indonesia determined to improve services to the community in order to promote the general welfare and the intellectual life of the nation. To achieve this, UB volunteered to GSB. In 2008, by Decree of the Minister of Finance No. 361/KMK.05/2008 dated December 17, 2008, UB official status as a full GSB.

The budget system of GSB requires the unit to prepare GSB budget documents there is Budget and Business Plan (BBP). BBP is part of the Budget Work Plan of Ministry/Institution. Thus, in the preparation of the budget, in addition, unit of GSB preparing BBP also Budget Work Plan of Ministry/Institution. Meanwhile, the accounting and financial reporting held in accordance with the GSB Financial Accounting Standards (FAS). Merger GSB financial statements in the financial statements ministries/institution in accordance with Government Accounting Standards (GAS) so unit of GSB besides preparing financial statements based on FAS also remain based GAS.

The experts of new institutionalism stated that the application understand new institutionalism in organizational studies related to the fact that the structure of an organization is influenced by the social environment where it is located (Carruthers, 1995). An organization usually formed into a formal structure consisting of a variety of procedures, processes, and rational rules.

The establishment of a formal organizational structure is expected to drive the success of an organization. According to Meyer and Rowan (1977:53), the success of an organization depends on other factors (especially legitimacy) other than efficient coordination and control of productive activities. The establishment of a formal organizational structure is more emphasis gained legitimacy over all activities of the organization in addition to improving the efficiency or achieve a better outcome.

To gain legitimacy, an organization working to institutionalize environmental elements (ideas, logic, practices, techniques, and practices) into the organization so that the elements of the environment to be part of the agency organizations (Djambhuri, 2009). One of them, the organization strives to be similar (isomorphism) to an institutional environment. There are three ways in which the organizations to be similar (isomorphism) with the institutional environment, namely coercive, mimetic, and normative (DiMaggio and Powell, 1983:67; Carruthers, 1995; Lippi, 2000, and Sewing, 2010:123).

This result is also supported by several previous studies, including Hood (1991, 1995), Carruthers (1995); Lippi (2000); Wijayanti (2006); Rahayu (2007); Taukid (2009); Djambhuri (2009), Firmanto (2011), and Amiryra (2011, 2012a and 2012b). In essence, these studies discuss the performance-based budgeting and accrual-based accounting.

Unlike previous research, this study focuses on the meaning actors who run the development of accounting and budget system of GSB in UB. Starting from this, the question posed in this study is how the actors interpret the development of accounting and budget system of GSB in UB done today. The purpose of this study is to find meaning actors in the development of accounting and budget system of GSB in UB done today.

2. Literature Review

2.1. Photographing New Institutionalism Theory to Reality Meaning Systems by Actors

In the study of the organization, the new institutionalism experts believe that people living in the world, socially constructed which is filled with rules and actual meaning. Most of their actions whether intentional or not, it is usually done unconsciously or because it has become a routine or habit (Berger and Luckmann, 1967 as cited by Carruthers, 1995).

The experts stated that the application of new institutionalism understand new institutionalism in organizational studies related to the fact that the structure of an organization is influenced by the social environment where it is located (Carruthers, 1995). An organization usually formed into a formal structure consisting of a variety of procedures, processes, and rational rules (including the formal accounting system). Features also include things such as authorization and a clear decision-making procedures, personnel policies, measurement techniques, monitoring and controlling the performance of the organization, the mission statement and goals of the organization, the use of a written document to record the activities of the organization, econometric forecasting, etc. (Carruthers, 1995).

It is clear that the development of the budget and accounting system in an organization serves to establish formal structures consisting of a variety of procedures, processes, and rational rules (including the system of budgeting, accounting, vision and mission of the organization, and so forth).

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To gain legitimacy, an organization working to institutionalize environmental elements (ideas, logic, practices, techniques, and practices) into the organization so that the elements of the environment to be part of the agency organizations (Djamhuri, 2009). To institutionalize environmental elements, the organization strives to be similar (isomorphism) to an institutional environment. There are three ways in which the organizations to be similar (isomorphism) with the institutional environment, namely coercive, mimetic, and normative (DiMaggio and Powell, 1983:67; Carruthers, 1995; Lippi, 2000, and Sewing, 2010:123).

Coercive (force) is an isomorphism that occurs as a result of the pressures received formal or informal organizations, the pressure comes from other organizations or from cultural expectations in the community about where the organization stands. Institutional isomorphism is not always the case because of the compulsion. The uncertainty faced by an organization sometimes can also be a strong pressure to make changes to the organization by way of imitating (mimetic) other organizations in the same field. While the normative is a form of influence comes from professionalization. Professionalization meant here is the various efforts of the members of the organization to define the conditions and methods of their work, to control "the production of producers" (Larson, 1977:49-52), and to establish a cognitive base and legitimation.

While Lippi (2000) explained that the impact of the three exogenous factors (coercive, mimetic, and normative) make institutional isomorphism as an example of the changes that are top-down are more influenced by exogenous factors. According to him, in addition to exogenous factors, the process of isomorphism there are also endogenous factors such as actors, institutions, systems thinking and language, all of which can support the process of institutionalization. With the involvement of the endogenous factors, institutionalization is no longer solely a phenomenon of top-down but bottom-up. This phenomenon is referred to as allomorphism by Lippi, the presence of re-contextualization of the foreign elements that occur in the original institutionalization process in any particular organizational field. Re-contextualization occurs because of endogenous factors (actors, institutions, systems thinking, language).

3. Methods

3.1. Research Approach

This research is a qualitative / non-positivist / non mainstream. The purpose study to understand the deeper reality, have a subjective perspective, and build theory based on inductive logic. The paradigm used is interpretive. Interpretive more emphasis on the meaning or interpretation of a person against a symbol. The task in this paradigm is the theory to make sense (to interpret or to understand). Quality is measured in this paradigm theory of ability to interpret and is more likely to reveal the findings of a local nature (Triuwono, 2009:217).

Research location is taken in Universitas Brawijaya (UB), Malang, Indonesia. The choice of this location, based on several considerations, ie, First, UB since 2008, after designated as GSB by Minister of Finance Decree No.361/KMK.05/2008 dated December 17, 2008, has begun the process of developing the accounting and budget system of GSB in 2009. Second, because of the availability of access to do research there.

To better understand the realities development of accounting and budget system of GSB UB from the interpretation by the actors, this research is not independent of the behavior of those who run the organization at UB. Actors are used as informants in this study were several parties representing UB (Center), Faculty, and Department/Programs. Among them are: 1) Vice Rector II UB, 2) Head of Accounting Bureau of Financial Administration (Accounting Head), 3) Head of Sub-Section Financial Accounting Bureau of Financial Administration; 4) Head of Sub Monitoring and Evaluation Bureau of Financial Administration, 5) Team of Accompanying Implementation of General Service Board (Financial Management) UB;

6) Employees in the Department of Accounting Bureau of Financial Administration UB; 7) Head of Financial Administration UB; 8) Head of the Budget and Treasury UB; 9) Head Administration Bureau of Planning and Information Systems UB; 10) employees in the Administration Bureau of Planning and Information Systems UB; 11) Assistant Dean II of the Faculty of Economics and Business UB, and 12) Secretary of the Department of Accounting Faculty of Economics and Business UB.

The data used are primary and secondary data. Primary data were obtained directly from the informants through interviews and observations. Interviews were conducted in November 2010 and were completed in May 2011. The observations made are semi-active observation, where the researcher is not merely a passive observer, but also have a role in certain circumstances the object of research. In this study, researchers participated in the preparation BBP of the 2009 UB level, BBP preparation on 2010 Faculty level (Faculty of Economics and Business), the preparation of Standard Operational Procedure (SOP), the implementation of the budget (administration) and facilitation in Faculty (Faculty of Economics and Business) in 2010, making attachment Reports of Accountability and Performance Government UB in 2010, and the preparation of the Draft Standard Operational Procedure (SOP) implementation of the budget (administration) UB in 2011. Researchers conducted observations started in 2009 and completed in May 2011.

While the secondary data obtained from the data that is already available as documents related to development the accounting and budget system of GSB. Documents used in this study consisted of (1) Laws and regulations relating with GSB, (2) BBP Fiscal Year 2009-2011, (3) Budget Work Plan of Ministry/Institution Fiscal Year 2010, (4) Financial report based on FAS and GAS year 2009-2010, (5) As the internal implementation of the budget (administration) Faculty of Economics and Business UB in 2010, (6) report preparation assistance Reports of Accountability and Performance Government annex in 2010, and (7) Draft Standard Operational Procedure (SOP) budget execution activities (administration) UB Year 2011. In addition, the researchers also used a variety of documents that have relevance to the research focus include books, journals, archives, and other supporting documents.

Researchers used three steps in the process of qualitative data analysis as mentioned Miles and Huberman (1992:20), namely (1) Data reduction, (2) Presentation of data (data display), and (3) Withdrawal of conclusion /verification. Analysis of these data using new institutionalism theory, namely institutional isomorphism. To determine whether institutional isomorphism occurs, researchers looked at the process and outcome of institutionalization accounting and budgeting systems of GSB happening in UB. Identify the institutional isomorphism by looking at UB in viewing other organizations as competitors. Competition is not only due to the resources and consumers, but also because of the importance and legitimacy of political institutions, and social and economic capabilities.

4. Results and Discussion

4.1. UB journey to be Unit of General Service Board

UB as one of the state universities in Indonesia determined to improve services to the community in order to promote the general welfare and the intellectual life of the nation. UB development plan, namely: (1) Achieve UB toward entrepreneurial university entrepreneurship education policy development, research development, community service development, research development, and business development, as well as (2) Increasing the number and quality of international class aimed to realize the vision and mission UB became an international college, producing graduates who have a national or international competitiveness, and come to realize world class university program of the Ministry of National Education (UniversitasBrawijaya, 2011). To achieve the plan, UB began to consider becoming an autonomous university.

Mr. Lulut, as Head of Sub Monitoring and Evaluation explained that in order to prepare to become an autonomous university, UB organizes Staring Future Workshop on February 6-7, 2006.

UB Senate approval to become an autonomous institution was granted on December 11, 2004. After going through a long process, finally out a letter from the Directorate General of Higher Education approval letter No. 4022/D/T/2007 dated November 29, 2007. But in a way then, the program faced with the problem of autonomy UB ratification Law Legal Education (UU BHP) - which, as is known - finally repealed. This situation encourages UB alternative path has also been prepared in advance, which is a state university in the form of GSB.

Early preparation is done UB to GSB team is formed by writing the proposals GSB UB Rector Decree No.059/SK/2008 dated March 4, 2008. Most of the contents of the proposal states that one of the strategies to be undertaken UB-GSB KDP is designing organizational structures as appropriate PP No. 23/2005.

Requirements to become a GSB have been met by UB, namely the substantive requirements, technical requirements and administrative requirements. Substantive requirement is met because UB as government agencies that provide services. The technical requirements for the performance of services is maintained and improved UB worthy achievement by GSB and UB considered healthy financial performance as indicated in the document proposed establishment of GSB. Administrative requirements when filling a proposal was submitted to the Ministry of Finance among others, accompanied by a Statement of Commitment Rector to improve service performance, Patterns Document Governance UB, UB Business Strategic Planning Documents years 2008-2013, and Documents Financial Statements.

One year later, UB has officially gained its status as a government agency to implement GSB by Minister of Finance Decree No.361/KMK.05/2008 dated December 17, 2008. Under this decree, the status that carried GSB UB is full, meaning that the minister gives flexibility to the financial management of the UB. With this status, the minister gave a maximum period of two years to draw up the accounting system. Period was calculated from the date of the status of GSB, ie, December 17, 2008.

Before UB settled as GSB in 2008, UB has developed the Budget Work Plan of Ministry/Institution (here in after called RKA-KL) since 2005. But in practice, UB has not been able to implement performance budgeting by Budget Work Plan of Ministry/Institution is ideally. Meanwhile, the accounting system since 2005 apply the cash towards accrual basis.

Once the status of GSB, UB began to develop the accounting and budget systems. The development of the budget system made towards the performance-based budgeting with more oriented output and accounting system toward accrual basis. This development is inseparable from the mandate contained in PP No. 23/2005. The regulation emphasizes the application of performance-based budgeting in the budget to make the Budget and Business Plan (BBP) which made on the basis of performance. It is also described in PMK No.44/PMK.05/2009, article 2 paragraph (4) which reads:

"BBP referred to in paragraph (2) is based on: a. basis of performance and cost accounting calculation according to the type of service, b. needs and abilities of revenue expected to be received from the public, other agencies, and the State Budget (APBN), and c. accrual basis".

Implementation, budget report to be prepared by UB than Budget Work Plan of Ministry/Institution also BBP. Both forms were essentially budget report emphasizes the application of performance-based budgeting.

In the accounting system, PP No.23/2005 emphasizes the application of the accrual basis of accounting in which financial reporting and accountability should be based on two accounting standards, the Government Accounting Standards (GAS) and Financial Accounting Standards (FAS) This can be seen in article 26 paragraph (2) PP No.23/2005 which states that:"Accounting and financial reporting GSB held in accordance with Financial Accounting Standards issued by the Accounting Profession Association Indonesia".

The regulation explains that the financial statements produced by UB also based on FAS other than GAS. The financial statements of GSB later merged institution in the financial statements in accordance with GAS, as stated in article 27 paragraph (7) PP No.23/2005:

"The incorporation of the financial statements in the financial statements of GSB ministries/agencies/ local government in accordance with Government Accounting Standards".

Preparation and presentation of financial statements in support of GAS there is Institute Accounting System (later shortened SAI).

The financial statements based on GAS (PP No.71/2010) were Budget Realization Report, Statement of Changes in Budget Balance, Balance Sheet, Statement of Operations, Statement of Cash Flows, Statement of Changes in Equity and Notes to Financial Statements. However, to date, the financial statements produced are based on GAS (PP No. 24/2005), the accrual basis, Balance Sheet, and Notes to Financial Statements. Meanwhile, the financial statements produced by FAS are Activity Statement, Balance Sheet, Cash Flow Statement, Notes to Financial Statements, accompanied Performance Report.

4.2. Budget and Accounting System in Understanding the Actor

Budget is a statement of the estimate of the performance to be achieved over a period of time stated in the financial metrics, while budgeting is a process or method for preparing a budget (Mardiasmo, 2009:61). Development budget of GSB emphasizes the application of performance-based budgeting in the report compiled BBP.

Accounting is a system to produce financial information that is used by the users in the decision making process. The purpose of such information is to provide guidance in selecting the best actions to allocate scarce resources to economic activity (Ikhsan and Isaac, 2005:1). Development GSB emphasize the application of accounting accrual basis of accounting which is realized by compiling financial statements based on FAS.

Actually, budgeting and accounting is not a very new thing at UB. Even before the status of GSB, UB has compiled the budget set out in the report Budget Work Plan of Ministry/Institution and accounting are realized by preparing financial statements based on GAS. Only, the preparation is still not truly implement performance-based budgeting and accrual accounting, it is because the executive more familiar with the traditional budget and pure cash basis as applied to the NewOrder.

GSB give some authority over the GSB form of financial management flexibility. To control it, the central government demanding GSB to improve financial management that is efficient, effective, productive, transparent, and accountable. This demand was supported by the implementation of various regulations on budgeting and accounting GSB, such as PP No. 23/2005, PMK No.44/PMK.05/2009, and PMK No.76/PMK.05/2008.

Consequently, as the executor, UB officials, must follow this development. While socialization is very limited government and minimal time to study the development, budgeting and accounting remains to be done. In fact, a very basic development cannot be carried out "frontal" and "drastic" but it takes time. Most of them realize that budgeting and accounting demands a change of "paradigm" all parties within an organization.

This shows that the implementation development of the accounting and budget system involves individual behavioral aspects of the human self. Behavior of actors plays an important role in supporting the organization. If the actors do not understand what it does and does not have the motivation to work, allegedly resulting information to be inaccurate, unreliable, and cannot be used as a basis for decision making.

Change the "paradigm" actors are not easy. Demands that officials immediately adjust to the changes "technical" and "format" could be more easily achieved, but to change the mindset takes a very long time. As described by Mr. Helmi as follows:

"The BBP has been prepared using performance-based budgeting, but the behavior of the parties that make up the budget not 100% understand the performance-based budgeting. There are still thinking, going expenditure always being linked to the activities ...it should not be prepared like that but based on the activities used to be ...".

Of the initial "technical" and "format" the BBP in 2009 strongly supported by leaders UB (Rector and Vice Rector II in particular)¹. In early 2009, the entire work unit level financial management (faculty) are collected into one in the building's courtyard for a given preparation BBP socialization and mentoring the first time. Formulation using the application SIPAA. One source of information on Pusat Pengembangan Akuntansi Bisnis (PPAB) which is also a companion GSB mentioned that the preparation of BBP in 2012 also took place with the same support as in previous years.

UB leaders committed to meet the regulations. This commitment is seen from the support given to develop a new system.

When viewed in more depth, support UB is an attempt to gain legitimacy for the substance, the BBP has been compiled yet implemented performance-based budgeting.

Associated with the mindset, Mr. Warkum, as Vice Rector II UB officials assess that mindset has yet to understand the performance-based budgeting. According to him, changing the mindset of officials who are familiar with the "old system" is not an easything. It requires a fairly long process. Here's the explanation:

¹Researchers conducted observations at the time of preparation of the RBA first time in 2009.

"The mindset of the apparatus has not animating or changed, it is still a process for changing the culture that's not easy...They are still in the process...They are still there is a trend that I use, when in fact GSB is not oriented on the use, but the achievement of performance targets, target activities ...it's a fact".

This phenomenon was also felt by the Mrs. Ristika, as Head Administration Bureau of Planning and Information Systems following:

"The development would be beneficial to the performance, more orderly administration, planning is detected, which can be implemented and measured, efficiency in the use of budget compliance. In the future, it is needed...but unfortunately up to now has not been all parties understand that...".

According to him, the development of accounting and budget system is actually very useful and UB needed to improve its performance. By implementing performance-based budgeting, all parties can find, evaluate, and assess the performance of the UB.

In line with Mrs. Ristika, Mr. Didied as Assistant Dean II FEB-UB, explains that by implementing performance-based budgeting, implementation of activities will be organized according to plan organization. Following:

"The activities were more organized so that at the end of the year did not hold racing events. For example the study did not wait for September ... research can be done now ...".

In the meantime, Mr. Latif as a former companion implementation team of GSB understands that development brings its own benefits for UB. By applying the development of accounting and budget system, the impact UB can improve the quality of its services and bring transparency and accountability. When posed the question to him how his understanding of budget development and accounting GSB UB, he replied:

"In essence, by doing such development, we want to improve the quality of service. The second is the reinforcements as strengthening transparency, accountability, governance, and service".

A similar view was expressed by Mr. Didied:

"It deals with the financial transformation of the organization to become more independent so as to improve services. By applying the money follow function, not to every Rupiah we spend is being wasted. In the future, the organization is expected to achieve efficiency, effectiveness, and economical...".

Added also by Mr. Helmi following:

"The development is expected to improve the performance of automatic service so all activities intended to improve public services. Well, to demonstrate accountability, made report performance base ranging from budgeting to reporting ...".

According to them, this development is a form of transformation of UB finance the organization towards a more independent, especially in financial management. Thus UB is expected to improve the performance of the organization to support service improvement. Implementation of performance-based budgeting philosophy money should follow function better understood as a form of achieving efficiency, effectiveness, and economic organization. At the end, accountability reports are represented in the financial statements and performance reports demonstrate accountability to stakeholders of UB.

Slightly different from the previous informant, Mr. Imam as Head of the Bureau of Financial Administration, explained that the implementation of the budget and accounting systems GSB done to fulfill obligations to the central government. Statement of Mr. Imam led to the understanding that the implementation of the system is more emphasis primarily on meeting the legitimate interests. Upon fulfillment of the legitimate interests, it will have an impact on the achievement of an organization's efficiency and effectiveness.

In summary, the meaning of some informants about the development of performance-based budgeting system and the accrual basis of accounting can be understood as an effort to meet legitimate interests so that will have an impact on improving the performance of the organization more efficient, effective, and productive in order to improve the service. All budgets are spent to support the activities of the organization are expected to be accounted for in a transparent and accountable to its stakeholders.

Reality on the ground suggests that not all officers have the same view of it. The issue of "technique" and "format" may be learned, but it takes not only that. Without any change "paradigm" and "attitude", the development is difficult. Understanding these actors will shape the implementation and implications for organizations.

4.3. "Old Paradigm" Left Unanswered

Development of accounting and budget system leaves a note that the "old paradigm" of financial management can not be left by the actors to date. This is indicated by the "mindset" and "attitude" following actors: First, traditional budgeting is still applied, especially incremental budget. Incremental budget explains that the amount of the budget in a given year is calculated based on the amount of the previous year with a certain level of increase (Nordiawan, 2009:53). The use of the budget to make an analysis of the budget per activity not exhaustive.

Mr. Latif explained that the budget is still using incremental budget. According to him, Budget Work Plan of Ministry/Institution is still emphasizes the orientation of the expenditure, namely how to construct higher spending than before. This is also confirmed by Mr. Helmi. According to him, although the preparation of the BBP at UB has emphasized performance-based budgeting, implementation is still apparently in implementing incremental budget. It can be seen that the apparatus is oriented on expenditure rather than activity.

Secondly, there is the loss of paradigm "budget must be exhausted". From the observation and interview, the researchers still found the application paradigm "budget must be exhausted". As Mr. Didied linking practices "budget must be exhausted" by the performance-based budgeting. According to him, although seem very normative, performance-based budgeting to reduce the practice of "budget must be exhausted". Slightly different from Mr. Didied, Mr. Rudi, as other users in the Faculty budget states that:

"Our Programs have a well planned budget (ie budget in 2011) ... If possible, the budget we spend it in a year because if you do not run out later the money also can not take (that can not be taken from the rector). Yet it's also derived from our income ...".

According to him, the lead agency must spend the budget for expenditure funded from revenue generated office. Until now, rectorate (UB center) not provide authority for the unit to be able to take the remaining cash that has been accommodated in the rectorate.

In addition, the central government emphasized the implementation of performance-based budgeting, but to measure the success of an institution's performance, it turned out to see the ability of the central government budget absorption are reported through Spare Resources Report and Financial Management Information System Online (SIMKeu-online). It is actually something that is contradictory.

Achieving budget absorption is an indicator of the success of the performance of government officials. The greater absorption of the performance is considered good. Conversely, the lower the absorption is considered low performing. This was illustrated in 2009, the absorption UB ranks highest of all state universities in Indonesia. Mr. Sharif, as Head of Accounting Bureau of Financial Administration ever reveal:

"UB in 2009 ranked at the top of his ability to perform absorption ... Once I discussed with Rector. He says: we are get highest absorption... This means that we are greedy university...".

Accordingly, Mr. Latif see that budget (Budget Work Plan of Ministry/Institution) just looking at the absorption of an agency and not performance. He explained that the government itself is still emphasized absorption as a measure successful performance of an agency. Following the narrative of Mr. Latif:

"Budget Work Plan of Ministry/Institution is currently based on the spending budget oriented, ie, how to construct a higher expenditure than before. It is also seen absorbency where there report cards, the higher the absorptive capacity indicates performance number 1 ... The more he spends the budget, the more he'll do. It makes sense too, but I was wrong. This contrasts with the implementation of performance-based budgeting ...".

Not only that, but also the strength of the mindset that the BBP is just as complementary or supporting Budget Work Plan of Ministry/Institution.

Budget Work Plan of Ministry/Institution is seen as the main budget report to be made by all unit across Indonesia. This resulted Budget Work Plan of Ministry/Institution is always preferred and BBP for completeness as expressed by Mr. Suhartono, as Head of Sub Accounting Bureau of Financial Administration following:

"The BBP was created as a support Budget Work Plan of Ministry/Institution only. The mandatory and can not be left just Budget Work Plan of Ministry/Institution. But the people at that time busy making BBP and not want to bother making Budget Work Plan of Ministry/Institution. We (Bureau of Financial Administration) has said that the Budget Work Plan of Ministry/Institution that is required ...".

Third, do not apply the accrual basis of accounting. Although recognized by one of the accounting staff at Bureau of Financial Administration (Ms. Diana) that the financial statements of 2010 UB has implemented accrual basis of recording, but as far as can be observed, the financial statements are based on cash basis UB (cash towards accrual). If you see the statement of Ms. Diana, it could be shown that the balance sheet accruals are developed, but in fact recording the accrual basis involving only balance sheet components.

This can be seen in some cases: 1) the lack of rice allowance expenditure state employees. Accounting Section Bureau of Financial Administration recognize in the balance (based on FAS financial statements). Instead discretion, Bureau Ministry of Education and Culture, the transaction is not entered into the balance sheet accruals (financial statements based on GAS) and suggested for inclusion in the explanation attachments, and 2) student receivables. Following the narrative of Ms. Diana:

"Recording accrued to date as rice allowance recording ... Accrual information in Government Accounting Standard is not included but Notes of Financial Statement balance. If FAS are included in the financial statements (balance). Recording accrued set in Perdirjen 62. It is also related to student accounts. "

These different recording is a contradiction. Recording variability in FAS and GAS is not understood by the Accounting Section Bureau of Financial Administration because that section only carry out tasks according to the rules and suggestions from the leadership.

By knowing the picture, UB is expected to develop a "technique" and "format" budget and accounting in accordance with regulatory demands optimally. No less important, the picture gives a lesson on UB to be able to understand that the successful development of a substance is influenced by changes in "paradigm" and "attitude" of the actors involved in it.

5. Closing

5.1. Conclusion

Development of accounting and budget system of GSB emphasizes the application of performance-based budgeting and accrual-based accounting. In financial management, UB should develop BBP than Budget Work Plan of Ministry/Institution and the financial statements based on Financial Accounting Standar (FAS) other than Government Accounting Standard (GAS). Meaning development accounting and budget system of GSB UB captured various parties differently. They felt that the development of budgets and accounting can not be carried out "frontal" and "drastic" but it takes time. This development not only emphasize technical and formatting changes but also changes "paradigm". Moreover, the application of this system is primarily done to meet the legitimate interests that may further provide value added to UB in managing the performance of their organizations to be more efficient, effective, productive, transparent, and accountable.

To gain legitimacy, UB seeks to institutionalize accounting and budget system GSB. One of its efforts is a similar (isomorphism) to an institutional environment. Based on the interpretation through the New Institutionalism Theory, accounting and budget system implementation GSB describe the symptoms of institutional isomorphism in UB. In this study, coercive isomorphism is an isomorphism types which occur due to major motivating factor in the form of pressure and legal rules are binding and enforced by the central government. Nevertheless, exogenous factors that are coercive apparently did not stand alone. Based on existing research, budget and accounting systems institutionalisation GSB at UB is also supported by the mimetic and normative factor (involvement of professionals).

The implications of the results of this study relates to the paradigm of actors that implement the budget and accounting system development in the sphere of GSB UB.

This development is understood as the fulfillment of legitimacy that occurred only meant as an effort to achieve efficiency, effectiveness, productivity performance, transparency, and accountability in financial management, so it is not oriented to the fulfillment of legitimate interests alone.

5.2. Limitations and Suggestions

Several limitations of this study was, first, with regard to the object of observation, in which only covers Bureau of Financial Administration, Administration Bureau of Planning and Information Systems, and Faculty of Economics and Business-UB down.

The researchers did not perform the function of deepening technical implementation (other than its) that also has a role related to the problem. Second, the limited participation. Researchers did not carry out all activities related to financial management. Some research activities that follow are lawyer the entry the BBP into SIPAA application in 2009 (university level) and in 2010 (faculty level), budget execution (administration) at the level of sub-units and units FEB-UB in 2010, the university in 2011, and the preparation of Performance and Accountability Report annex in 2010. Researchers not involved in the preparation of the financial statements based on FAS.

The next suggestion from this study: First, when the researchers next want to examine UB, they were able to extend the object of observation, other than Bureau of Financial Administration, Administration Bureau of Planning and Information Systems, and Faculty of Economics and Business-UB down, such as the Senate, Internal Controlling Unit, and other faculties. Second, other researchers to be more intense participation in the implementation of activities related to financial management in order to obtain a more complete understanding of the realities. Third, further research can also perform similar studies on other public organizations, since every public organization has its own characteristics.

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