

THE EFFECTIVENESS OF UTILIZATION OF SPECIAL AUTONOMY FUNDS IN EDUCATION SECTOR IN WEST PAPUA PROVINCE 2014 – 2018

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ABSTRACT

The Special Autonomy Funds for the Province of West Papua received from 2009 until 2018 has reached 18,413,585,458,950.00 IDR (eighteen trillion four hundred thirteen billion five hundred eighty-five million four hundred fifty-eight thousand nine hundred fifty rupiah). A huge amount of Autonomy Funds allocation for education should have been able to improve services for Papua people, especially for those who are indigenous Papua People or Orang Asli Papua (OAP) both in villages and in cities. However, from several education indicators, it turns out that improvements in this sector have not been as expected. This study aimed to analyze the utilization of the Special Autonomy Funds in education sector during 2014 - 2018. Descriptive qualitative research methods were used to analyze scientific objects. Data collection techniques were carried out by interview, observation and documentation. Informants were determined by purposive sampling technique, except the community using simple random sampling. The results showed that in the field of top level education consists of timing accuracy and cost calculation accuracy have been done well, but in terms of measurement accuracy and accuracy in choice determination have not been implemented properly.

Keywords: *Special Autonomy Funds, Effectiveness, Education*

INTRODUCTION

The Special Autonomy Funds for the Papua Province began in 2002 and as the establishment of the West Papua Province became its own Province, West Papua also received the Special Autonomy Funds allocation in 2008. In accordance with Article 34 paragraph (3) of Law Number 21 of 2001 concerning Special Autonomy for Papua Province, as amended by Law Number 35 of 2008 concerning the Stipulation of Regulations to Replace Law Number 1 of 2008 concerning Amendments to Law Number 21 of 2001 concerning Special Autonomy for Papua Province into law, Papua and West Papua receive additional funds in the context of special autonomy, one of which is the Special Autonomy Funds of 2% (two percent) of the total National General Allocation Funds, valid for 20 years. The utilization of the Special Autonomy Funds is mainly intended for education and health costs.

The Special Autonomy Funds for Papua is 2% (two percent), which is intended for Papua Province by 70% and West Papua by 30%, the distribution of the Special Autonomy

Funds is stated annually in the Law on the State Budget for the Year concerned. The Special Autonomy Funds received by Papua and West Papua are also divided by Regencies/Cities, Districts/Villages in the Provinces concerned. In accordance with Article 34 paragraph (7) of Law Number 21 Year 2001 regarding Special Autonomy for the Province of Papua, it is stated that the further distribution of Special Autonomy Funds between Provinces, Regencies, Cities or other names is regulated fairly and in balance with Special Regional Regulations (Perdasus), by paying special attention to disadvantaged regions.

The special autonomy funds received by West Papua are divided by Regency/City, District/Village in the Province concerned. West Papua has not yet established Special Regional Regulations, so the Division between Provinces, Regencies/Cities, Districts/Villages is regulated by Governor Regulation every year as follows:

1. Fiscal Year 2014, Distribution of 30% for Province and 70% for Regencies/Cities, the distribution is governed by Governor Regulation Number 1 of 2014 concerning

- Provisions for the Allocation of Special Autonomy Funds in West Papua Province 2014 Budget Year.
2. Fiscal Year 2015, Distribution of 30% for Province and 70% for Regencies/Cities, the distribution is governed by Governor Regulation Number 3 of 2015 concerning Provisions for Allocation of Special Autonomy Funds in West Papua Province 2015 Budget Year.
 3. Fiscal Year 2016, Distribution of 30% for Province and 70% for Regencies/Cities, the distribution is governed by Governor Regulation Number 4 of 2016 concerning Provisions for Allocation of Special Autonomy Funds in West Papua Province 2016 Budget Year.
 4. Fiscal Year 2017, Distribution of 30% for Province and 70% for Regency/City, the distribution is governed by Governor Regulation Number 1 of 2017 concerning Provisions for Allocation of Special Autonomy Funds in West Papua Province 2017 Budget Year.

Fiscal Year 2018, Distribution of 10% for Province and 90% for Regencies/Cities, the distribution is regulated by Governor Regulation Number 53 of 2018 concerning Guidelines for Managing Special Revenue Funds in the Context of Special Autonomy Implementation in West Papua.

The allocation for education as stipulated in the Governor Regulation which is 30% (thirty percent) should have been obeyed by the Province and Regencies/Cities. The allocation of the Education Budget in the Province and Regencies/Cities for the last five years (2014 - 2018) has increased from year to year. With such a huge amount of funds, it should have been able to improve services for the people of Papua, especially for indigenous Papua People or *Orang Asli Papua* (OAP) both in villages and in cities. However, from a number of education indicators, it turns out that improvements for this field have not been as expected.

In education, illiteracy indicator in West Papua Province in 2017 was ranked 21 out

of 34 Provinces (Figure 1). Student participation in continuing their education to higher education (junior and senior high school) in West Papua Province is still very low. There are many factors affect the participation of students to continue their education to a higher level of education such as students' internal conditions, school distance, and school facilities and infrastructure.

This observation is supported by the response of the Governor of West Papua regarding education published in several newspapers. According to Dominggus Mandacan, the Average Length of Schooling in West Papua Province is still low (kabarpapua.co, 2019). This problem is caused by the unequal distribution of teachers, the lack of certified and competent teachers, and the low number of teachers in the fields of science and mathematics.

Based on the background above, this paper will highlight the effectiveness of the utilization of special autonomy funds in education sector in West Papua Province from 2014 to 2018. Research on special autonomy in the provinces of Papua and West Papua has been carried out by several researchers, including: Evaluation of the policy of granting Special Autonomy Funds to the Provinces of Papua (Winardito, 2005); Effectiveness of Regional Financial Management in the Province of Papua (Sihombing, 2006); and the Effectiveness of the Funding Policy in the Context of Special Autonomy to Improve Education in the Provinces of Papua and West Papua in 2002 - 2013 (Purnomo, 2016). This research is an advanced research from previous studies with a focus on education in the province of West Papua with more actual data and different effectiveness theories.

METHODS

This study used a qualitative research approach, where the researcher is a key instrument that emphasizes more meaning than generalization (Sugiyono, 2015). To measure the effectiveness of the utilization of the Special Autonomy Funds in education sector in the province of West Papua, there are four

dimensions of effectiveness theory developed by Makmur (2010), namely:

- (1) Timing Accuracy;
- (2) Cost Calculation Accuracy;
- (3) Measurement Accuracy; and
- (4) Accuracy in Determination of Choice.

The informants in this study were officials at the West Papua Province Regional Financial and Asset Management Agency to obtain information relating to regional financial management from the Special Autonomy Funds sources, officials at the Regional Development Planning Agency to obtain information related to planning assistance for the utilization of the Special Autonomy Funds, invitation for the officers of Department of Education and Culture to obtain information about the management of the Special Autonomy Funds in education sector, as well as the public to get information about how the Special Autonomy Funds was received and whether the community benefited from the Special Autonomy Funds. The complete list of information is as follows:

1. Regional Financial and Asset Management Agency 1 (one) person.
2. Regional Development Planning Agency 1 (one) person.
3. Department of Education and Culture 2 (two) people.
4. The citizens who received the funds 5 (five) people.

Data collection techniques used are: documentation to find data related to research derived from notes, transcripts, newspapers, magazines, and other written sources; interviewing is the process of obtaining information through a dialogue. Through this interview, it can be seen more in-depth things about the situation and the phenomena that occur; and literature studies from various literatures related to research discussions.

Data analysis techniques were carried out through the process of collecting, compiling, processing and analyzing numerical data, in order to provide an overview of a particular situation, so conclusions can be drawn. The focus of this research is the effectiveness of the utilization of the Special

Autonomy Funds in West Papua Province in education sector as seen from several measurement indicators namely timing accuracy, cost calculation accuracy, measurement accuracy and accuracy in choice determination.

RESULT AND DISCUSSION

1. Timing Accuracy

To carry out a program, planning in determining the time is mandatory. The time spent appropriately will affect the effectiveness of a program in achieving its goals. The implementation of programs/activities sourced from the Special Autonomy Funds is written in the Regional Revenue and Expenditure Budget (APBN) documents.

Table 1. Evaluation Determination Summary of Regional Regulation Draft Budget for the Regional Income and Expenditure of West Papua Province in 2014 – 2018

No	Year	MDN decision number	Date	Subject
1	2014	903-8055 in 2013	30 th of December 2013	Evaluation of the West Papua Province Regional Regulation Draft concerning the 2014 Regional Budget
2	2015	903-4805 in 2014	31 st of December 2015	Evaluation of the West Papua Province Regional Regulation Draft concerning the 2015 Regional Budget
3	2016	903-6940 in 2015	31 st of December 2015	Evaluation of the West Papua Province Regional Regulation Draft concerning the 2016 Regional Budget
4	2017	903-10412 in 2016	30 th December 2016	Evaluation of the West Papua Province Regional Regulation Draft concerning the 2017 Regional Budget
5	2018	903-215 in 2018	9 th of February 2018	Evaluation of the West Papua Province Regional Regulation Draft concerning the 2017 Regional Budget

Sources: Directorate General of Financial Development, Ministry of Home Affairs

Table 2. Letter and Date of Request for Disbursement and MDN Consideration Letter on Distribution of Special Autonomy Funds for 2014 – 2018

No	Year	Stage	Number and Date of Request for Disbursement	Number and Date of Distribution Consideration Letter
1	2014	I	900/1002/GPB/2014, 7 th of May 2014	900/3036/SJ, 1 st June 2014
		II	900/1440/GPB/2014, 6 th of August 2014	900/4219/SJ, 21 st of August 2014
		III	900/1798/SETDA, 3 rd of October 2014	900/5672/SJ, 19 th of October 2014
2	2015	I	900/412/GPB/2015, 1 st of April 2015	900/1861/SJ, 15 th of April 2015
		II	900/1037/GPB/2015, 30 th of July 2015	900/4918/SJ, 28 th of August 2015
		III	900/1585/GPB/2015, 13 th of November 2015	900/6561/SJ, 20 th of November 2015
3	2016	I	900/164/SETD-PB/2016, 19 th of February 2016	900/821/SJ, 10 th of March 2016
		II	900/953/SETDA-PB/2016, 20 th of July 2016	907/2918/SJ, 5 th of August 2016
		III	900/1564/SETDA-PB/2016, 27 th of October 2016	913/4276/SJ, 11 th of November 2016
4	2017	I	900/314/SETDA-PB/2017, 15 th of March 2017	900/1864/SJ, 17 th of April 2017
		II	900/1104/SETDA-PB/2017, 15 th of August 2017	900/393/SJ, 30 th of August 2017
		III	900/1821/SETDA-PB/17, 15 th of November 2017	907/8821/SJ, 27 th of November 2017
5	2018	I	900/334/GPB/2018, 23 rd of March 2018	118/2134/SJ, 9 th of April 2018
		II	900/1012/GPB/2018, 10 th of August 2018	907/6777/SJ, 5 th of September 2018
		III	900/1687/GPN/2018, 23 rd of November 2018	907/10858/SJ, 5 th of December 2018

Source: Directorate General of Financial Development, Ministry of Home Affairs

Based on Table 1 from 2014 to 2017 the Decree of the Minister of Home Affairs regarding the Evaluation of the West Papua Province Regional Regulation Draft on the Regional Budget Revenues and Expenditures has been implemented in a timely manner, but in 2018 experienced delays due to the process of changing the Regional Head in West Papua Province. In general, the last five years, the results of the evaluation related to the Regional Regulation Draft on the Regional Budget Revenue and Expenditure (APBD) of West Papua Province has been carried out in a timely manner.

In addition, to the stipulation of the Regional Regulation Draft on APBD, the distribution request schedule of the Special Autonomy Funds carried out by the West Papua Provincial Government to the Minister of Home Affairs also needs to be carried out in a timely manner. The transfer of Special Autonomy Funds from the State General Cash Account (RKUN) to the Regional General Cash Account (RKUD) is carried out in accordance with the Minister of Finance Regulation Number 50 / PMK.07 / 2017 concerning Transfers to Regions and Village Funds. In accordance with Article 97 the Special Autonomy Funds is channeled by the Minister of Finance with the following stages:

- a) Phase I will be distributed as soon as March at 30%;
- b) Phase II will be distributed as soon as July at 45%;
- c) Phase III will be distributed as soon as October at 25%.

In terms of timing accuracy on submitting requests for the Special Autonomy Funds Disbursement from the Government of the Papua Province to the Ministry of Home Affairs through the Directorate General of Regional Financial Development as described in Table 2, it can be seen that from 2014 to 2018, it has been implemented in a timely manner only at the end of 2018. Delays in the case of requests for disbursement as well as delays in the transfer of the Special Autonomy Funds from the RKUN to the RKUD due to the fact that the absorption requirements of at least 70% have not been achieved as stipulated in the Minister of Finance Regulation Number 50 / PMK.07 / 2017 concerning Transfers to Regions and Village Funds.

2. Cost Calculation Accuracy

Cost calculation accuracy is the accuracy in cost utilization, meaning that the programs/activities carried out do not experience shortages so that the programs/activities cannot be completed, this is seen in the aspects of education budgeting and the budget realization.

Table 3. Allocation and Realization of the Special Autonomy Funds for Education in West Papua Province 2014 – 2018

No	Year	Province/District/City	Education Sector Allocation	Education Sector Realization	% Realization
1	2014	West Papua Province	95,532,283,000.00	92,084,819,570.00	96.37
	2015		86,915,172,000.00	83,524,355,354.00	73.09
	2016		167,736,194,000.00	148,487,139,065.00	88.52
	2017		237,547,510,288.00	201,143,888,844.00	84.68
	2018		171,884,078,140.00	122,271,677,958.00	71.14
	Average		759,815,217,408.00	627,491,481,591.00	82.61
2	2014	Teluk Wondama District	31,972,658,118.00	21,095,108,953.00	65.98
	2015		42,142,881,445.00	39,775,795,000.00	94.38
	2016		26,885,816,048.00	25,108,500,000.00	94.08
	2017		24,120,288,932.39	23,840,683,432.39	98.84
	2018		34,451,973,700.00	33,326,541,602.00	96.73
	Average		159,373,574,241.39	143,144,598,987.39	89.82
3	2014	Teluk Bintuni District	54,870,300,000.00	20,191,200,000.00	36.80
	2015		41,457,048,050.00	30,913,273,000.00	74.57
	2016		20,462,193,500.00	18,797,584,000.00	91.86
	2017		81,001,189,914.00	76,357,552,720.00	94.27
	2018		83,381,791,411.00	74,739,914,047.00	89.64
	Average		281,172,520,875.00	220,999,533,767.00	78.60
4	2014	Kaimana District	8,758,139,278.00	6,581,922,000.00	75.15
	2015		40,450,981,094.00	39,683,938,800.00	98.05
	2016		44,564,055,000.00	42,405,572,315.00	95.16
	2017		36,312,452,004.00	30,107,825,180.00	82.91
	2018		57,028,758,840.00	49,595,270,660.00	86.97
	Average		187,114,384,018.00	168,354,328,756.00	89.97
5	2014	Manokwari District	43,040,844,380.00	6,873,258,820.00	15.97
	2015		50,673,083,127.00	30,000,000,000.00	59.32
	2016		55,821,837,804.00	54,059,585,948.00	97.19
	2017		45,805,988,210.00	45,181,011,080.00	98.38
	2018		52,757,587,300.00	41,581,504,371.00	78.82
	Average		247,899,320,821.00	177,875,380,217.00	71.67
6	2014	Sorong City	10,000,000,000.00	1,800,244,000.00	18.00
	2015		12,088,425,000.00	12,012,154,400.00	99.37
	2016		28,218,575,000.00	28,190,909,700.00	92.81
	2017		37,395,288,948.00	35,702,513,000.00	95.47
	2018		33,500,000,000.00	33,075,492,460.00	98.73
	Average		121,202,288,948.00	108,781,313,560.00	89.75
7	2014	Sorong District	23,543,000,000.00	23,145,133,379.00	98.31
	2015		24,979,042,000.00	24,804,030,037.00	98.90
	2016		38,803,337,000.00	38,299,755,000.00	98.70
	2017		41,898,400,000.00	41,188,950,000.00	98.07
	2018		46,008,300,000.00	43,953,907,000.00	95.54
	Average		175,330,079,000.00	171,191,775,418.00	97.64

No	Year	Province/District/City	Education Sector Allocation	Education Sector Realization	% Realization
8	2014	South Sorong District	36,929,088,875.00	30,129,777,896.00	81.59
	2015		31,397,783,000.00	29,188,521,827.00	92.90
	2016		27,480,938,000.00	27,455,013,000.00	99.98
	2017		29,888,470,500.00	27,528,971,375.00	92.73
	2018		34,975,190,900.00	34,085,083,739.00	97.46
	Average		160,451,429,275.00	148,367,367,837.00	92.47
9	2014	Raja Ampat District	45,822,512,709.00	34,853,839,419.00	75.83
	2015		16,865,248,000.00	9,893,448,300.00	57.14
	2016		22,980,000,000.00	13,123,483,000.00	57.16
	2017		36,176,026,000.00	34,878,287,000.00	96.41
	2018		30,347,133,000.00	23,704,418,000.00	78.11
	Average		152,270,919,709.00	116,051,475,719.00	78.21
10	2014	Fak-Fak District	35,117,738,694.00	32,591,740,470.00	92.81
	2015		34,648,214,755.00	27,500,388,172.00	79.37
	2016		38,831,984,050.00	31,885,537,199.00	82.30
	2017		45,237,263,499.00	41,132,657,875.00	90.93
	2018		50,835,902,740.00	39,498,938,950.00	78.00
	Average		204,271,081,738.00	172,707,238,868.00	84.55
11	2014	Tambora District	22,303,550,000.00	20,154,798,452.00	90.37
	2015		24,238,262,725.00	23,435,084,226.00	96.89
	2016		32,549,190,000.00	31,752,281,043.00	97.55
	2017		44,483,881,610.00	43,041,602,200.00	96.80
	2018		50,159,303,000.00	48,136,888,273.00	95.97
	Average		173,714,017,335.00	166,520,872,194.00	95.86
12	2014	Maybrat District	23,512,500,000.00	16,273,329,000.00	69.21
	2015		17,404,074,500.00	17,200,368,500.00	98.83
	2016		25,828,109,500.00	24,880,562,500.00	97.01
	2017		23,186,539,810.00	22,490,650,000.00	97.00
	2018		39,895,780,000.00	29,953,080,000.00	74.89
	Average		129,727,003,810.00	110,777,978,000.00	85.39
13	2014	South Manokwari District	10,328,083,200.00	9,156,428,120.00	88.66
	2015		20,820,847,338.00	18,535,797,100.00	89.89
	2016		17,250,628,575.00	15,384,821,200.00	89.18
	2017		20,453,482,340.00	18,839,065,800.00	92.80
	2018		23,954,227,244.00	22,741,141,944.00	94.94
	Average		92,807,268,697.00	84,757,251,964.00	91.52
14	2014	Pegunungan Arfak District	7,385,000,000.00	5,130,281,900.00	69.66
	2015		18,500,000,000.00	17,290,513,856.00	93.46
	2016		28,327,295,600.00	27,728,319,000.00	97.89
	2017		12,571,070,700.00	12,423,272,000.00	98.82
	2018		19,909,498,005.00	19,821,442,889.00	99.56
	Average		86,672,862,305.00	82,393,829,245.00	95.06

Source: Directorate General of Financial Development, Ministry of Home Affairs

Based on Table 3 above, it can be seen that the Special Autonomy Funds realization for education in the past five years has been quite good. Accuracy in the cost utilization can be carried out properly from the realization of the utilization of the Special Autonomy Funds in the education sector, the average realization of the funds absorption was around 90%. According to interviews with informants, information was obtained from 2014 to 2018 and programs/activities funded by the Special Autonomy Funds were used for several programs such as the nine-year compulsory basic education program, secondary education program, education service management program, education curriculum improvement program, higher education development

programs (ADEM and ADIK), as well as Teacher and Education Personnel programs. The allocation of the Special Autonomy Funds for education in the past five years has been realized quite optimally, which was an average of 90%, which means that the funds allocation for each program/activity implemented could be realized well.

3. Measurement Accuracy

Accuracy in measurement is about the importance of establishing standardization when carry out a program. Since 2018, West Papua Province has conducted an electronic auction of goods and services procurement in accordance with the direction of the Corruption Eradication Commission so that standardization in the implementation of programs/activities can be applied. The West Papua Provincial Government prior to 2018 has not procured goods and services by electronic auction for the implementation of programs/activities funded by the Special Autonomy Funds through the Electronic Procurement Services (LPSE) system.

The Regional Officials Organization (OPD) in West Papua Province prior to 2018 made a direct appointment on the implementation of work both in the procurement of goods and services. However, since 2018 the Central Government which is the Indonesia's Corruption Eradication Commission has begun to focus on the implementation of the Regional Revenue and Expenditure Budget due to a state loss case for the deviation of a project working on goods and services in Papua Province.

Based on interviews during a Focus Group Discussion, information was obtained that the West Papua Provincial Education Office over the past 5 (five) years had implemented a budget planning mechanism guided by the Regional Medium-Term Development Plan (RPJMD) document, the Education Office's OPD Strategic Plan as outlined in Work Plan and Budget containing revenue plans, program expenditure plans and OPD activities based on the Indicative Ceiling provided. The Regional Government has

attempted to hold a development planning deliberation mechanism by discussing the proposed definitive plan to measure the expenditure needs of programs/activities for education service units to be directed and to be in line with national development goals.

In line with the results of the researchers' interview with the informants above, it can be concluded that for measurement effectiveness, the implementation of the budget planning mechanism described in the form of programs/activities has been carried out for the last 5 (five) years but the budget implementation process for example procurement of goods and services before the year 2018 was still being implemented through a direct appointment scheme. In this case, the possibility of deviations or misuse of the budget is very likely to occur due to the absence of a supervisory mechanism from the planning side to the implementation of a quality unit or standard measurement of goods or services produced. Based on the interview results and secondary data, it can be concluded that from the aspect of measurement accuracy, the management of special autonomy funds is still not effective.

4. Accuracy in Choice Determination

The accuracy in choice determination is the accuracy in determining what programs/priority activities are needed in order to fulfill basic services in education sectors. Since the last 5 (five) years the West Papua Province has held a Development Planning Conference (Musrenbang) by inviting Regional Development Planning Agencies from each Regency/City and the National Development Planning Agency to discuss proposed programs/activities to be implemented in the following Fiscal Year. The Musrenbang Forum is an important and strategic forum in the preparation of the Regional Government Work Plan (RKPD) which is guided by the RPJMD. The regional development planning approach is aligned in the Musrenbang forum and is expected to create synchronization and synergy in achieving targets between national

development priorities and regional development.

In accordance with the Regulation of the Governor of West Papua Number 7 of 2019 concerning Amendment to the Regulation of the Governor of West Papua Number 53 of 2018 Concerning the Management of Special Revenue Funds in the Context of the Implementation of Special Autonomy in West Papua Province in Chapter III related to the Mechanism of Management of the Special Autonomy Funds of West Papua Province especially in the sub-Planning, it was explained that the Programs and Activities funded by the Special Autonomy Funds, both managed by the Province and Regencies/Cities were discussed and approved through the *Musyarawah* of Special Autonomy Development Planning mechanism of West Papua Province (Musrenbang Otsus). In line with the formation of the Special Autonomy Planning Division at the Regional Development Planning Agency since 2017, the Special Autonomy Musrenbang has been started since 2018.

Based on the information obtained, it can be concluded that the Government of West Papua Province from 2009 to 2017 has not carried out the deliberation mechanism of development planning for the Special Autonomy Funds. Therefore, it can be made less effective in determining the choice of programs/activities that are really needed by the communities, especially the *Orang Asli Papua* for development in West Papua Province sourced from the Special Autonomy Funds. This indicates that there is a possibility that the utilization of the Special Autonomy Funds will not be on target because there is no specific development planning mechanism yet by involving various stakeholders.

CONCLUSION

Based on the effectiveness level in the form of timing accuracy and cost calculation accuracy has been done well. However, in terms of measurement accuracy and accuracy in choice determination has not been implemented

properly. Furthermore, the factors causing the ineffectiveness of the utilization of the Special Autonomy Funds in education must be identified as a reference for the subsequent management of the special autonomy funds. Therefore, it is more effective in accordance with the objectives of the allocation of special autonomy funds in West Papua Province.

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