



Factors Affecting the Implementation Policy Fund Special Autonomy: Case Study of Funding Education Manokwari District West Papua, Indonesia

Baesara Wael¹, Suratman², Muhammad Akmal Ibrahim³, Muhammad Rusdi⁴

¹Baesara Wael: Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar

²Suratman: Faculty of Social Sciences and Political Sciences. Hasanuddin University, Makassar

³Muhammad Akmal Ibrahim: Faculty of Social Sciences and Political Sciences. Hasanuddin University, Makassar

⁴Muhammad Rusdi: Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar

Received 11 May, 2015; Accepted 05 June, 2015 © The author(s) 2015. Published with open access at www.questjournals.org

ABSTRACT:- Regulations Special Autonomy Papua is a product policy given by the Central Government in an effort to promote development in various aspects of the four main program priorities for the Economy, Education, Health and Infrastructure. In the context of policy implementation, then this can be considered as one of the factors that interfere with activities especially in relation to the legal rules of the program is not yet clear. The focus of this study is: How can the implementation of special autonomy fund policies in education in Manokwari, West Papua Province?. This study used a descriptive study with a qualitative approach. This study seeks to identify and analyze on the implementation of policy autonomy funds khusus Education in Manokwari, West Papua Province through qualitative interpretation. This study seeks to reveal how the implementation of the Special Autonomy Fund for Education in Manokwari, West Papua Province. The research concludes that the Communication External and Internal communication is not maximized. The quality of human resources is still minimal, and not understand the working procedures due to no regulation or supported by *Perdasi /Perdatus* governing socialisation Education and lack of special autonomy or special autonomy funds, in terms of the form of facilities or equipment Resource inadequate facilities. In terms of the funds Resources regarding the distribution of the Special Autonomy Fund of uneven and has not touched most of the basic needs of the people of Papua, especially Papuan society itself, as well as in terms of the Resource Authority regarding the delegation of authority from supervisor to subordinate unclear because there is no standard operating Procedure (SOP). Furthermore, in terms of structure in an organizational bureaucracy that there should be a very clear organization structure to facilitate the delegation of authority and accountability.

Keywords:- Public Policy, Policy Implementation, Autonomy, Education

I. INTRODUCTION

Special Autonomy regulation which was initiated by the Government of Indonesia through Act No. 21 of 2001 pointed out that Papua and West Papua is one of the five provinces that have specificity in terms of set up and manage the affairs of local government in particular. Law Papua Special Autonomy is a product policy given by the Central Government in an effort to promote development in various aspects of the four main program priorities for the Economy, Education, Health and Infrastructure. Special Autonomy regulation, hereinafter referred to as Autonomy was created as a step to align Papua with other regions in Indonesia as well as measures for the protection of fundamental rights of indigenous Papuans that since integration with the Republic of Indonesia (NKRI) rights they tend to neglect basic and marginalized.

One area of concern in the development policy of the Special Autonomy Law is Education, which one of these is the government's policy is to provide a budget to implement the national education policy of 30% of the State Budget (Budget). In the case of West Papua Province since 2009 has been managing its own budget separate from the special autonomy Papua province, with Autonomy budget mechanism is transferred to the account of the Government of West Papua province and then distributed to the District Municipality with the

*Corresponding Author: Baesara Wael

¹Baesara Wael : Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar

following criteria: Size Territory, Population, Population native Papua and Difficulty / Cost Index. This means that in the study of public policy implementation, problems of disturbance of the special autonomy policy objective perspective on where to improve the quality of public education or West Papua have not been able to achieve optimally.

Another phenomenon that should be analyzed is until today still many student dropout rates, lack of learning facilities at The villages, the limitations of educators and education costs are relatively expensive in some areas. Consequently have an impact on the achievement of the Human Development Index. Human Development Index (HDI) of Papua / West Papua remains are bottom nationally. As according to the Report of the Central Statistics Agency (BPS) in 2013, the Human Development Index (HDI) Papua until 2013, five years after separation and Autonomy in force, no significant increase, even tend to stagnate.

Central Government together with Local Government has been trying to realize the mandate through various activities to build higher quality education, among others, through the development and improvement of curriculum and evaluation system, improvement of education, development and provision of teaching materials, and training for teachers and other education personnel. But in reality the Government's efforts have not been significant in improving the quality of education in Papua and more specifically in Manokwari.

Manokwari regency until now does not have enough regulations to regulate Autonomy education policy, this can be seen from the absence of Special Local Regulation (Perdasus) to implement programs and activities organized in order to realize the vision and mission of the National Education since it has no sectoral Regulatory Affairs education that has been set for example on Pendidikan National Standards, Curriculum, Education Unit Operating Costs, Financing Education Standards, Standards of education infrastructure and so on.

Other facts show that during the process of policy implementation OTSUS in Manokwari, in particular the funding for educational programs for the people of Papua them is the lack of implementation of the operational rules than the law No. 21 of 2001 on Special Autonomy for Papua province, Manokwari and also some Another district is the absence of local regulations that specifically regulate the operational implementation of the legislation in question. In the context of policy implementation, then this can be considered as one of the factors that interfere with activities especially in relation to the legal rules of the program is not yet clear.

Existing problems such as described above is assumed to be related to factors that determine the quality of public policy implementation. Delays in disbursement of special autonomy to the community level that deserves to get the funds in question is related to attitude and also implementing communication factor that has not run properly. Whereas Edward III (1980)[1] asserts that the communication factor is one of the crucial factors to create a better quality of implementation.

Based on the background of the above problems, the focus of this study is: How can the implementation of special autonomy fund policies in education in Manokwari, West Papua Province?

II. THEORY STUDY

Policy is generally associated with the government's decision because it is the government who have the authority or power to direct and responsible society serving the public interest. According to Edward and Sharkansky (1987: 2) [2] which says that public policy is what is stated and done or not done by the government. The *policy* goal or objective form of government programs. While the term public etymologically a translation of *public* in English are derived from two Greek sources, the first is the *pubes*, which means a good maturity is physical, emotional and intellectual, which means that both *Koinion* public.

According Mustopadidjaja (2002)[3], public policy is a decision that is intended for the purpose of overcoming the problems that arise in a particular activity undertaken by government agencies in the framework of governance. Meanwhile Islamy view (2000: 20)[4], the general public policy is defined as "a series of actions defined and implemented or not implemented by the government which has the purpose or goal-oriented for the sake of public interest."

According to David Easton (1953: 129.)[5], Public Policy is the allocation of values legally / forced to the public. Furthermore, according to Chandler and Plano (1988)[6], public policy is a strategic utilization of the resources that exist to solve the problems of the public or the government. This definition is as a policy intervention. Meanwhile, Public policy is a government activity to solve problems in the community, either directly or through various institutions that affect people's lives. This definition is included in the policy as Democratic governance.

At another point, Hakim (2003)[7] suggested that the study of Public Policy Studies decisions of government in addressing an issue of public concern. Some of the problems faced by the Government in part caused by the failure of the bureaucracy in providing public services and resolve issues.

Grindle (1980: 7)[8] states, the implementation of a general process of administrative actions that can be studied at the level of a particular program. Grindle (1980: 7)[8] adds that the new implementation process will begin when the goals and objectives have been set, the program has been structured activities and funds have been prepared and have been distributed to achieve the target. Furthermore, according to Ripley and Franklin (1982: 4)[9] argues that the implementation is what was created after the Act stipulated that gives authority Programs, Policies Benefit and output (*Tangible Output*). Therefore it is not an exaggeration to say that policy implementation is an important aspect of the whole process of policy: Udoji (1981: 32) [10] says that: "*The execution of policies is as important if not more important than policy-making. Policies will REMAIN dreams or blue 'prints the file jackets UNLESS they are implemented*

In this study the authors used the theory and models of policy implementation George Edward III (1980). Policy implementation model developed by George C. Edward III who called public policy implementation model *with Direct and Indirect Impact On Implementation*. According to George C. Edwards III there are four variables that determine the success of the implementation of a policy are: Communication, resources, disposition, Structure B i rokrasi. Top-down implementation model by Edward III (1980)[1] is to measure or assess the implementation of the policy by the Education Sector District Government of Manokwari of West Papua Province. The reason the author uses this theory because the authors consider relevant to the issues that I have found the beginning of the field.

III. RESEARCH METHODS

This study used a descriptive study with a qualitative approach. This study seeks to identify and analyze on the implementation of policy autonomy funds special Education in Manokwari, West Papua Province through qualitative interpretation. This study seeks to reveal how the implementation of the Special Autonomy Fund for Education in Manokwari, West Papua Province. As qualitative research in general, the phenomenon that is obtained from the results of this study appear naturally in accordance with the reality and the fact that the case related to the management and implementation of the Special Autonomy Fund education in Manokwari, West Papua Province. The focus of this research is directed to the study of the program and the implementation of special autonomy funds allocation in education in Manokwari, West Papua Province which is realized through various development programs in the fields of education, ranging from problem identification stage, regulation / setting, formulation / formulation of policies, Legitimacy / Endorsement Policy , Implementation, Monitoring and Evaluation Reporting to the results of activities. The data used in this study are primary data and secondary data. In this study the authors used the interview guidelines to get the data from the primary data source. Observation is used to get the actual picture settings directly on the daily activity patterns of the object of study in order to understand the social reality that lasts. In addition, the observation is also useful for *chroscheck* information obtained through other data collection methods. In this study the authors used secondary data in the form of legislation.

Data analysis technique is qualitative data analysis techniques with a descriptive approach Moleong (2013: 281) states that the first data analysis organizing data that organize, sort, categorize, give the code and mengkategorisasikannya. With the goal of finding a theme and working hypothesis which will be appointed as substantive theory. The data analysis process begins by reviewing all available data from various sources, from interviews, observations that have been written in the field notes, personal documents and so on. So in this study, the data obtained from interviews, observation, and secondary data analysis and described to obtain a conclusion.

IV. RESULTS AND DISCUSSION

Manokwari District has an area of 14448.50 km² and a population of as many as 201 936 people (BPS: Manokwari District in Figures 2013)[11]. Etymologically, the word "Manokwari" comes from Biak Noemfoor which means "*Old Village*". So named because in addition known as the Historic Town in Papua and the

beginning of civilization in Papua when, on 5 February, 1855 Gospel was first preached here by two German missionaries, namely Willem Carel Ottow and Johann Gotlob Geisler. In the pages of history, Manokwari District is also listed as the Oldest City Government in Papua.

The number of people directly spur growth as the capital city of Manokwari, West Papua Province. Manokwari regency mostly located in the highlands of Papua island. There are 13 pieces of the mountain, the highest mountain and Mount Mamofcu Umsini, 2,950 m and 2,985 m. 15 pieces of the longest river Wariori River 96 miles in Masni and Lake District 6 pieces of the widest Lake Gida 2500 HA Cindy Cindy District. The total area of Manokwari regency is 14448.50 km² which is divided into 29 Districts, 9 Village and 412 villages.

With reference to the priority of West Papua province and national priorities and goals to be achieved in Manokwari District Development Plan and based on the evaluation of Manokwari regency development the development priorities in the region in 2013, namely: education, Health, Infrastructure, Improving People's Economy, Investment and Enterprises, Governance and Environment.

Department of Education, Youth and Sports Manokwari District is one of the Regional Office of the Regional Chief tasks supporting elements which has the task of carrying out the preparation and implementation of area-specific policy. Department of Education, Youth and Sports of Manokwari regency as mentioned above, the supporting elements for the regional administration led by a Head of Department, located under and responsible to the Regent through the Local Secretary. And has the task of carrying out the preparation and implementation of regional policy in the field of School Education and Kank-childhood Park, Field Elementary and Junior High School, Division High School and Vocational High School as well as the field of Youth and Sports.

Department of Education, Youth and Sports Manokwari district as one of the agencies /government organizations have organizational patterns similar to most other regional institutions or service. Department of Education, Youth and Sports Manokwari district is headed by a Head of Department and assisted by 1 person Secretary, 3 Head (Head of Section), 6 Head (Head of Division), 12 Head (Head of Section) and the Functional Group.

In the framework of the implementation of the Special Autonomy, the Government has allocated funds in the Budget and the State (Budget) since 2002 for the implementation of Special Autonomy. Since FY 2006, the Government has also allocated additional funds as proposed by the Province for activities that are primarily intended to finance infrastructure development. Under Law No. 21 as amended Act No. 35 of 2008, the distribution policy in the context of special autonomy funds are as follows:

- a. Special Autonomy Fund in the amount equivalent to 2% of the ceiling of the Special Allocation Fund (DAU) National, which is primarily intended to finance education and health.
- b. Additional funds infrastructure for the implementation of special autonomy proposal as determined by the Province. These funds are intended to finance infrastructure development. The funds are intended to be in at least 25 of entire cities provincial, district / municipal, district or other population centers are connected by land, sea or air quality, so that the Papua Province can perform economic activities are good and profitable as part of the national and global economic systems.

Distribution of Special Autonomy Fund for the 2002-2008 School Year regency / city in the province of Papua/West Papua conducted by the Central Government through the Government of Papua Province. Starting in 2009, the distribution is done by the Central Government through the provinces of Papua and West Papua. Special autonomy funds from the State Budget with a 2% allocation of Special Allocation Fund (DAU) National channeled by the following mechanism:

1. The Minister of Finance shall determine the amount of special autonomy fund allocation equivalent to 2% of the ceiling of the Special Allocation Fund (DAU) National.
2. Based on the provisions of the Finance Minister, the Governor of the Province of Papua and West Papua Governor expressed submission to the Minister of Finance disbursement by attaching the planned use of the One Year Budget.
3. Based on the letter requesting the Governor of Papua and West Papua Governor, Minister of Finance gradually dilute the special autonomy funds to the account of the Regional Treasury (RKUD). For the second stage onwards, disbursements made after considering the recommendations of the Minister of the Interior in the form of approval or delay distribution when the use of funds is not in accordance with the target set.
4. Distribution of Special Autonomy Fund of the Provincial Government to the Government of the District / City on the basis of a memorandum of agreement between the Governor and Regent / Mayor. Special Autonomy Fund Disbursement of the Provincial Government to the District / City regulated in Governor adjust the disbursement of the Special Autonomy Fund of the Central Government.

Infrastructure fund additional funds in order autonomy distributed with the following mechanism:

1. Additional funding infrastructure as determined between the Government and the Parliament based on the proposal of the province in each fiscal year.

2. Additional funding is channeled to the Government infrastructure Papua and West Papua Provincial Government to transfer to the Regional Treasury Account (RKUD).

According to data from the Ministry of Finance, the Special Autonomy Fund and additional funding infrastructure that has been distributed to the provinces of Papua and West Papua since the 2002-2010 Rp. 28,842,036,297,420.

Implementation of the Special Autonomy Fund, Educational Programs and Activities in Manokwari if seen from the indicators *Communication*, Communication No 2 (Two) that communications to the outside (Community) and communication into (Internal Organization).

Communication out, among others, there are people who know but some who do not understand what the Special Autonomy Fund / Special Autonomy and even some who have a false perception of the Special Autonomy Fund / Special Autonomy as a policy giving away money from the central government to Papuan people. This is due to lack of communication or dissemination of Party Implementor on Special Autonomy Fund / Special Autonomy. If the Special Autonomy Fund is perceived as a policy of giving away money, especially if the for-for the individual and perceived to be arbitrarily used for what and in what way is up to the community. It fatal if Special Autonomy narrowly perceived in such a context. Because of any special autonomy funds are disbursed, it will never be enough to meet what the needs and desires of the community or individuals who each have a tendency and different needs. Indeed, the Special Autonomy Fund is a policy that despite having the intention to 'giving away', but the process for-for mandated to local governments and its representatives to use in productive activities and have a sustained effect for the Papuans themselves. And in essence the existence of special autonomy funds specifically allocated to the Government and people of Papua was not to be distributed in a narrow sense as BLSM (Direct Aid Society meantime) or BLT (Direct Cash Assistance), but to be managed by the local government to address the issue specialized in Papua in this regard to the construction of priority, namely Education, Economy, Healthcare and Infrastructure and of course for the benefit of the Papuan people in general who have a sustainable effect as well as to empower the sake of progress and prosperity of the people of Papua.

Further communication into (Internal Organization) intended is communication between boss and subordinate special about Special Autonomy Fund management and implementation of programs and activities of the Department of Education, Youth and Sports of Manokwari regency has been running but not yet effective, due to the presence of 3 (Three) concentration Field of tasks that must be implemented in a balanced manner, namely Education, Youth and Sports.

Special Autonomy for Papua should be interpreted with care, clear, and unequivocal from the beginning because it has formed a wide range of understanding / perception of different negative even on Special Autonomy among Papuans. Bitter experience endured by the people of Papua in the reign of the Old Order and the New Order, which also treats the area of Papua as an autonomous region, have made the people of Papua is no longer trust the special autonomy offered by the Government of the Republic of Indonesia.

Even more ironic is that the understanding / perception of different negative even on Special Autonomy in Papua is also committed by government officials and members of the legislature, both at central and local levels. These things are some of the barriers to disseminating the Law on Special Autonomy in Papua.

When viewed from Indicator *Resources*: Neither the Human Resources, Equipment (Facilities / infrastructure) as well as financially inadequate. HR Civil Service at the Department of Education, Youth and Sports Manokwari district consisting of group IV by 2 person, group III a total of 39 people, class II as many as 25 people while the group I did not exist, so the number of employees at the Department of Education, Youth and Sports Manokwari District as many as 66 people. If the views of adequate quantity, but in terms of quality is not maximized because only 23 people were in office, while the Employee class III as many as 18 people as staff. Further Facilities / Infrastructure in the form of school education, home teacher, transportation is minimal especially remote areas that are difficult to reach, it would affect the allocation and the amount of the budget provided for activities that support educational activities in Manokwari, where since 2009 up to In 2013 inadequate because of the vast territory and geographical conditions is quite difficult. Then Resources Authority in this regard is based on the duties and functions in each structure / organizational levels within the Department of Education, Youth and Sports should be followed by a delegation of authority from the boss to subordinates clearly and shall be implemented and accounted for by the receiving authority. But the fact that there is at the Department of Education, Youth and Sports has not been carried out in their Manokwari regency is good because there is no Standard Operating Procedure (SOP) used in carrying out the duties and functions.

Based on observations with regard to the *disposition or attitude of the Executive*, the authors considered that the most implementor at the Department of Education, Youth and Sports of Manokwari regency not understand the working procedures in the implementation of programs and activities in the field of

Education. This is due to the lack of SOPs (Standard Operating Prosedurs) clear in terms of the implementation of the implementation of programs and activities have not followed the procedure or not supported by *Perdasi / Perdasus*. As expressed by one figure Papuan People's Assembly (MRP) West Papua has been mentioned previously, namely: "*Special Autonomy Fund Management in the Field of Education has not been supported by guidelines and Perdasus, so the implementation is not directional and difficult to measure success, weaknesses more Provisions exist in the level of lack of understanding of the Special Autonomy as a whole*".

Bureaucratic structure, as contained in Manokwari District Regulation No. 14 Year 2008 on the Establishment of Environmental Organization Regional Office in Manokwari regency government, where there are duties and functions of each position, but not in pour in detail in the Job Description to the staff, so it is not visible minimum services that must be implemented by doing tasks SKPDs Public Service.

The success of the implementation of the Special Autonomy / West Papua especially in Manokwari is largely determined by the quality of Human Resources (HR). One of the most important determinants of the quality of human resources is the quality and quantity of education of the population. The efforts that have been made by the Government so far in the field of education, although the results have shown, is more prominent on the things that are physical-quantitative. Increasing the number of primary school at the Village / Village, Junior High School in the Capital District / District and General and Vocational High School in the Capital District / Municipal and Provincial still not significantly improve the quality of education itself.

From the theory of George C. Edwards III (1980)[1] which I use in view of policy implementation of the Special Autonomy Fund (OTSUS) Educational ie Communication, Resources, Disposition and Bureaucratic Structure writer can propose that the implementation of the Special Autonomy Fund, Program and the Education Sector Activities in Manokwari look good communication yet between fields on SKPDs Department of Education, Youth and Sports Manokwari District. Likewise resource utilization, inaccuracies disposition and bureaucratic structures that are still widely with different Tupokasi.

In addition, in the allocation and management of Special Autonomy Budget (OTSUS) is still included in the budget so as not clearly legible due to its use in conjunction with other budget funds, eventually obscure the original purpose of the special autonomy funds, namely the welfare of society in Papua. Thus it is difficult for the Independent Institutions, Government and Local Government in monitoring and evaluating the use of budget

As a result the final conclusion in measuring the success or failure of policy implementation when seen from indicators Communication, Resources, and structure Disposition Bureaucracy, the authors conclude that the 4 (four) of these factors are very influential and independent from each other in the success or as a barrier to Education policy implementation in Manokwari, West Papua Province.

IV. CONCLUSIONS AND RECOMMENDATIONS

Based on the research results / findings in the field, the authors conclude that the Communication External and Internal communication is not maximized. The quality of human resources is still minimal, and not understand the working procedures due to no regulation or supported by *Perdasi/Perdasus* governing socialization Education and lack of special autonomy or special autonomy funds, in terms of the form of facilities or equipment Resource inadequate facilities . In terms of the budget Resources regarding the distribution of the Special Autonomy Fund of uneven and has not touched most of the basic needs of the people of Papua, especially Papuan society itself, as well as in terms of the Resource Authority regarding the delegation of authority from supervisor to subordinate unclear because there is no standard operating Procedure (SOP). Furthermore, in terms of structure in an organizational bureaucracy that there should be a very clear organization structure to facilitate the delegation of authority and accountability.

A proposition with respect to the various determinants in the process of public policy implementation as follows: Factor communication policy, bureaucratic structures and geographical environment and resources and disposition of the actors very determiner quality of policy implementation of special autonomy.

From the theory of George C. Edwards III (1980) which I use in view of policy implementation of the Special Autonomy Fund (OTSUS) Educational ie Communication, Resources, Disposition and Bureaucratic Structure writer can propose that the implementation of the Special Autonomy Fund, Program and Education activities in Manokwari not look good communication between areas of the SKPDs Department of Education, Youth and Sports Manokwari District. Likewise resource utilization, inaccuracies disposition and bureaucratic structures that are still widely with different duties and functions.

REFERENCES

- [1]. Edwards III, George C. 1980. *Implementing Public Policy*. Washington: Congressional Quarterly Inc.
- [2]. Edwards, George C., III, Sharkansky, Ira. 1987. *The Policy Predicament*, San Francisco: W.H. Freeman.
- [3]. Mustopadidjaya 2002, *Manajemen Proses Kebijakan Publik, Formulasi, Implementasi dan Evaluasi Kinerja*, Jakarta:LAN.
- [4]. Islamy, M. Irfan, 2000, *Prinsip-Prinsip Perumusan Kebijakan Negara*, Jakarta: Sinar Grafika.
- [5]. David Easton, 1953, *The Political System*, New York: Knopf
- [6]. Chandler, Ralph C., and Plano, Jack C. (1988). *The Public Administration Dictionary*, John Wiley & Sons,
- [7]. Hakim, 2003. *Pengantar Analisis Kebijakan Publik*. Yogyakarta: Gadjah Mada University Press.
- [8]. Grindle, Merilee S., (ed), 1980, *Politics and Apolicy Implementation in the Third World*, new jersey.
- [9]. Randall B Ripley and Grace A Franklin,1982, *Bureucracy and Polity Implementation*, Homewood, Illiois the Dorsey Press
- [10]. Udoji, 1981, Chief j.o. *the African Public Servant as a Public Policy Maker, Public Policy in Africa, Africa Association For PA and Management*, Aodis Abeba.
- [11]. BPS Papua Barat, 2011. *Indeks Pembangunan Manusia Provinsi Papua Barat Tahun 2011*