



EDUCATION DEVELOPMENT POLICY THROUGH SPECIAL AUTONOMY FUND AT THE DEPARTMENT OF EDUCATION AND CULTURE NORTH ACEH DISTRICT

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ABSTRACT

This study examines the policy of education development through special autonomy funds at the Education and Culture Office of North Aceh Regency. The research location is the Education and Culture Office of North Aceh Regency. The purpose of the study was to determine the policy of budgeting priorities in the education infrastructure development program and the program to improve the quality of educators and education personnel in North Aceh Regency and to determine the use of special autonomy funds in education infrastructure development programs in North Aceh Regency. The theoretical perspective used is the theory of public policy and the theory of educational development. The research method used is a qualitative research method. The results showed that the quality of education and physical development are not in line so that the results obtained are also not optimal, the lack of budget affects the improvement of the quality of educators and education personnel. Educational development in reality, especially the infrastructure development program has been able to run according to the program that has been prepared, and based on the budget for larger infrastructure development, it is still constrained by supporting facilities such as the construction of laboratories and teaching aids needed by schools that so far not sufficient. The obstacle to implementing the program to improve the quality of educators and education personnel lies in the limited budget. Thousands of teachers in North Aceh Regency need stages in the implementation of providing training and this cannot be completed in the annual budget. The allocation of a larger budget for infrastructure development is motivated by rationality, if the facilities and infrastructure can be adequate, it will support the process of improving the quality of education and be able to improve the quality of educators and education personnel.

Keywords: Education Development Policy, Special Autonomy Fund

1. INTRODUCTION

The use of the Special Autonomy Fund is regulated in Law Number 11 of 2006 concerning the Government of Aceh (UUPA). In this law it is stated that the Special Autonomy Fund must be used for programs/activities, in article 182 namely, Development and maintenance of infrastructure, Economic Empowerment and Poverty Alleviation, Education, Health, and Social and Specialty Aceh. Utilization of the Special Autonomy Fund is regulated in Qanun No. 2/2008 with the distribution of 40% being managed by the province and 60% managed by the district/city. The implementation of the use of the Special Autonomy Fund in accordance with the mandate of Qanun Number 2/2008 has been in effect for six years, from 2008 to 2013. This means that during the first six years of Aceh receiving the Special Autonomy Fund, districts/cities received more allocations than provinces.

Subsequently, in 2013 Qanun Number 2/2008 was revised to become Qanun Number 2/2013. In this qanun, the management rights of the Special Autonomy Fund are updated to 60% managed by the province and 40% managed by the district/city. The right to manage the Special Autonomy Fund according to the version of Qanun No. 2/2013 came into force in 2014. So, in this case, the government has not even received more than two years from districts/cities. Then in 2016 Qanun Number 2/2013 was revised to become Qanun Number 10/2016 concerning the second

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amendment to Qanun Aceh Number 2 of 2008 concerning the procedures for the allocation of additional oil and gas revenue sharing funds and the use of special autonomy funds.

As compensation for reaching a peace agreement for Aceh, the Government of Indonesia provided special funds for Aceh. The fund, known as the Special Autonomy Fund (Otsus), was given for a period of 20 years with the aim of accelerating the pace of development in Aceh, which had been in hiatus for decades due to armed conflict. The Special Autonomy Fund for Aceh has been disbursed since 2008 and will end in 2027. Aceh Province is one of the regions receiving Special Autonomy (Otsus) funds from the central government. The Special Autonomy Fund is sourced from the National General Allocation Fund (DAU). The amount varies in the first 15 years from 2% of DAU-N and in the last five years by 1% of DAU-N. (www.aceh.tribunnews.com, August 14, 2015)

From 2008 to 2013, Indonesia's westernmost province has managed around Rp. 27.3 trillion of these funds. Despite receiving such a large disbursement of funds, the education system in Aceh is classified as underdeveloped, education in Aceh is still relatively low, this is because some districts still prioritize physical development. The following is the amount of Special Autonomy Fund for Aceh province which can be seen in the following table:

Table 1.1
Amount of Special Autonomy Budget in Aceh Province

o	Year	Budget Amount	%
	2008	Rp. 3,500,000,000,000,-	6.8
	2009	Rp. 3.780.000.000.000,-	7.3
	2010	Rp. 3,800,000,000,000,000,-	7.4
	2011	Rp. 4,510,656,496.500,-	8.8
	2012	Rp. 5,476,288,764,000,-	10.7
	2013	Rp. 6,667,902,153,000,-	13.0
	2014	Rp. 8.402.850.996.000,-	16.4
	2015	Rp. 7,287,860,554,000,-	14.2
	2016	Rp. 7.700,000,000,000,000,-	15.0
	Amount	Rp.51,124,945,574,500,-	

Source: Aceh Finance Office, 2015

Based on the data above, it can be described that the receipt of special autonomy funds for each year continues to increase but in 2015 there is a decline. Since the special autonomy fund in 2008, Aceh's education spending in real terms has almost doubled from Rp 2.3 trillion in 2007 to Rp 5.6 trillion in 2013. The amount of funds obtained is not comparable to the quality of education in Aceh. This happens because the target of educational development that has been carried out is not exactly. Qanun Number 5 of 2008 stipulates the allocation of special autonomy funds at least 20 percent for the education sector both in the province and in the district/city. The following is the amount of the Special Autonomy Fund provided for the education sector in North Aceh Regency which can be seen in the following table:

Table 1.2
Amount of Special Autonomy Budget in North Aceh District

No	Year	Budget Amount	%
1	2012	Rp. 12,649,273,920,-	2.9
2	2013	Rp. 15.355.000.000,-	3.5
3	2014	Rp. 137,138,668,056,-	32.1
4	2015	Rp. 132,384,928,052,-	30.9



5	2016	Rp. 129,524,653,383,-	30.3
Amount		Rp. 427,052,523,411,-	

Source : Bappeda of North Aceh Regency, 2016

Based on the data above, it can be explained that the special autonomy funds budgeted for North Aceh Regency have also decreased. In the last five years starting from 2012 to 2016, the allocation of special autonomy funds has not been prioritized for improving the quality of educators and education personnel as a whole. The allocation of special autonomy funds in the education sector is mostly for physical development, especially the provision of school buildings, classrooms and school fences. Accessibility indicators have shown improvement. The school participation rate has increased, the provision of infrastructure, especially school buildings and classrooms, is adequate, even better than the Minimum Service Standards (SPM). However, there are still shortcomings in supporting facilities such as laboratories, libraries, and teaching aids.¹

2. LITERATURE REVIEW

2.1. Public Policy Concept

Public policy according to Thomas Dye (1981:1) in Subarsono is whatever the government chooses to do or not to do (public policy is whatever governments choose to do or not to do). The concept is very broad because public policy includes something that is not done by the government, in addition to what is done by the government when the government faces a public problem. Thomas Dye's definition of public policy implies that public policies are made by government agencies, not private organizations; public policy concerns the choices that government agencies should or should not make. The government's policy not to create new programs or to stick to the status quo, for example not paying taxes is a public policy.

According to James E. Anderson in subarsono (1979:3) defines public policy as:

Policies set by government agencies and officials. Even though it is realized that public policies can be influenced by actors and factors from outside the government. In this book, public policy is understood as a choice of policy in certain fields, for example in the fields of education, politics, economics, agriculture, industry, defense, and so on.

In David Easton's view (Quoted by Dye, 1981) when the government makes public policies, the government also allocates values to the community, because every policy contains a set of values in it. For example, when the government enacted Law No. 22 of 1999 and later replaced it with Law No. 32 of 2004 concerning local government, it was seen that the value of democracy and empowerment was on local communities and local governments.

Harrold Laswell and Abraham Kaplanin Dye, (1981) argues that public policy should contain goals, values and social practices that exist in society. This means that public policies should not conflict with the values and social practices that exist in society. When public policy contains values that live in society, then the public policy will get resistance when implemented. Preferably, a public policy must be able to accommodate the values and practices that live and develop in society.

2.2. Definition of Special Autonomy

Special Autonomy is a special authority that is recognized and granted to special regions, to regulate and manage the interests of the local community according to their own initiative based on the aspirations and basic rights of the people. The Unitary State of the Republic of Indonesia is divided into provincial areas. The State recognizes and respects these units. regional government that is special or special in nature regulated by law. What is meant by special regional government units are areas that are granted special autonomy (Zamrilzd.blogspot.co.id).

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Aceh is a provincial area which is a special legal community unit and is given special authority to regulate and manage its own government affairs and the interests of the local community in accordance with the laws and regulations in the system and principles of the Unitary State of the Republic of Indonesia based on the 1945 Constitution of the Republic of Indonesia, which is led by a Governor.

State recognition of the privileges and specialties of the Aceh region was last granted through Law Number 11 of 2006 concerning the Government of Aceh (LN 2006 No 62, TLN 4633). This Law on the Government of Aceh is inseparable from the Memorandum of Understanding between the Government and the Free Aceh Movement signed on August 15, 2005 and is a form of reconciliation in a dignified manner towards sustainable social, economic and political development in Aceh. The basic things that become the contents of this Law on Governing Aceh include:

1. Aceh Government is a provincial regional government within the NKRI system based on the 1945 Constitution which carries out government affairs carried out by the Aceh Regional Government and the Aceh Regional People's Representative Council in accordance with their respective functions and authorities.
2. The widest possible autonomy system implemented in Aceh based on the Law on the Government of Aceh is a subsystem in the national government system.
3. Arrangements in Aceh and Regency/City Qanuns which are mandated in the Aceh Government Law are a concrete manifestation of the implementation of constitutional obligations in the implementation of the government.
4. The regulation of central and regional financial balance is reflected through the granting of authority to utilize existing funding sources.
5. Formal implementation of shari'ah enforcement Islam with the principle of Islamic personality towards everyone in Aceh without distinguishing nationality, position, and status within the territory in accordance with the regional boundaries of the Aceh Province (Zamrilzd.blogspot.co.id).

3. RESEARCH METHOD

3.1. Research Location

The research location is the place where scientific research is carried out. This research took place at the Education and Culture Office of North Aceh Regency. The selection of this research location was based on the reasons for obtaining data, both primary data and secondary data, because based on the observations of researchers the agency was the agency authorized to carry out various activities related to the field of education, including dealing with budget allocations for education.

3.2. Research Approach

This journal uses a qualitative journal method with descriptive data information that describes phenomena that occur in the field (Nazir, 2005). Nasution in Sugiyono (2013) said that qualitative research is essentially observing people in their environment, interacting with them, trying to understand their language and interpretation with the world around them.

3.3. Research Informants

Informants in qualitative journals are Journal informants who understand information about the object of the Journal. Determination of informants in this journal using purposive sampling technique. According to Sugiyono (2013) purposive sampling is a sampling technique of data sources with certain considerations.



3.4.Data Source

The data sources in this journal are through two data sources, field data and library data.

3.5.Data Collection Techniques

Data collection is carried out to obtain the information needed in order to achieve the Journal's objectives for data collection. As for in this journal using data collection techniques as follows:

1. Observation (observation)
2. Interview (interview)
3. Documentation

3.6.Data Analysis Techniques

In accordance with the type of journal, which is qualitative, then after the data is collected the next process is to simplify the data obtained into a form that is easy to read and understand as an effort to find answers.

The data analysis technique used by the author is an interactive model introduced by Milles and Huberman (2004) which has the following levels:

- a. Data reduction
- b. Data Presentation.
- c. Drawing Conclusions / verification.

4.RESULTS AND DISCUSSION

4.1. Development of Educational Infrastructure in North Aceh District

Infrastructure development is a supporting factor in the implementation of education development but without adequate infrastructure the teaching and learning process will not be achieved effectively and efficiently. Because the quality of education will be good when there is a balance between infrastructure development and the quality of educators and teaching staff, educators and education staff will not be of quality without being supported by adequate facilities and infrastructure, because educators and education staff need facilities and infrastructure to apply the potential owned.

Policy as a series of actions/activities proposed by a person, group or government in a certain environment where there are obstacles (difficulties) and opportunities for the implementation of the proposed policy in order to achieve certain goals. with the policy strategic plan, because after all the policy must show what is actually being done rather than what is proposed in some educational development activities Carl J Federick in Leo Agustino (2008).

In the context of regional autonomy and decentralization of education, the success and failure of education in schools is very dependent on teachers, principals and supervisors, because these three figures are the key that determines and drives various components and other dimensions of the school Mulyasa (2012).

The allocation of a larger budget for infrastructure development is motivated by rationality if the facilities and infrastructure are adequate, it will support the process of improving the quality of education and be able to improve the quality of educators and education personnel in order to meet the efficiency and effectiveness of educational development.

Discussion about the program cannot be separated from the policy aspect. In responding to this reality, Dye (1992) explained that policy or in this case is public policy in principle can be interpreted as "Whatever government chooses to do or not to do". This is reinforced by Hogwood and Gunn (1986) which states that public policy is a set of government actions designed to achieve certain results and as an instrument made by the government, public policy can be in the form of general and or special rules either in writing. or unwritten which contains choices of actions that

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are mandatory, prohibitions and or permissibility that are carried out to regulate all citizens of society, government and the business world with certain goals.

Educational development in North Aceh District cannot run smoothly if the infrastructure is not good. Educational development is a transformation process which in the course of time is marked by structural changes, namely changes in the basis of educational development activities. The infrastructure system is the basic facilities or structures, equipment, installations that are built and needed. The impact of infrastructure strongly supports the implementation of the teaching and learning process in schools without adequate infrastructure, it is impossible for the teaching and learning process to take place properly, especially if the teacher is not competent, a good teaching and learning process will encourage an increase in the quality of learning.

4.2. Quality of Educators and Education Personnel in North Aceh District

Follow-up steps that need to be taken are improving the quality of educators and education personnel, improving their quality, competence and professionalism in both public and private education units, improving reading culture and developing libraries to create a learning community, increasing research and development of education as the basis for policies, programs and educational development activities, developing education service management, increasing the capacity of education management institutions at the central and regional levels, encouraging the application of the principles of transparency, accountability, participatory and democratization, and increasing community participation in education development.

On In 2016, the program to improve the quality of educators and education personnel experienced an increase in the 2015 budget allocation. The total budget for improving the quality of educators and education personnel was Rp. 653.180.000,- (Six Hundred Fifty Three Million One Hundred Eighty Thousand Rupiah).

Meanwhile, in 2016 it increased to Rp. 4.948.750.000,- (Four Billion Nine Hundred Forty Eight Million Seven Hundred Fifty Thousand Rupiah). The number of teachers in North Aceh Regency has reached 12,810, but only 820 educators and education staff have attended the training. Constraints experienced in the realization of the program to improve the quality of educators and education personnel are due to the limited budget provided.

As stated by Arif Budiman (2000: 14) Development actually includes two main elements. First, the materials that are produced and shared. Second, the problem of humans who become human development. Economists are talking about human resources or human resources. But talking about humans here emphasizes the skill aspect. Thus, humans are considered as a technical problem for increasing production and humans are seen as a technical problem for increasing production. skills, through various educational systems.

In the process of determining budgeting priority policies in education development, there are still obstacles due to the imperfect human resources, not quality but not yet able to apply the latest administrative service programs, it is necessary to carry out special training, in order to be able to apply the latest programs related to education development.

Education policy is aimed at the needs of students and the formation of organic intellectuals who become agents of renewal in improving human resources for the realization of quality education development. A good education policy that is able to take into account the ability in the field, therefore it is necessary to consider the ability of education personnel, the availability of funds, gradual implementation and supported by the ability of human resources who master and are able to apply all educational development programs.

The educational problem faced by the education and culture office of North Aceh Regency is the lack of budget for improving the quality of education so that it has an impact on the low quality of education at every level and education unit. Although various efforts have been made to improve the quality of national education such as national and local curricula, increasing teacher competence through the procurement of books and learning tools, procurement and improvement



of facilities and infrastructure and improving the quality of school management. However, the indicators for the quality of education have not shown improvement which means.

Program Improving the quality of educators and education staff is very influential in supporting the course of the education development process, producing quality students depends on the quality of educators and this must also be supported by adequate facilities and infrastructure which are the place to apply all the abilities possessed by an educator, but if the infrastructure is not adequate then the education development process will not be able to run perfectly.

Based on the explanation above, Mudyahardjo (2001: 14) states that educational development is the development of the overall capabilities of individual human beings who become human resources optimally completely which is beneficial for individual interests and supports the implementation of programs to improve the quality of educators and education personnel. Educational development is centered on operational development in teaching and learning activities supported by the transformation of education management at the central, regional and school levels to build education components, both infrastructure development and the quality of educators and education personnel.

Educators and education personnel are one of the national education standards that require special attention from the government and society. The progress of the times and the challenges of the increasingly rapid era today, ideally educators and education staff must still learn, creatively develop themselves with new discoveries in the world of education. To deal with unqualified teachers in North Aceh District both in the learning process and mastery of knowledge by providing upgrading, workshops, discussing subject matter teachers (MGMP) and providing opportunities for them to further study.

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