

**THE DEVELOPMENT OF ACEH'S SPECIAL AUTONOMY FUND OVER 15 YEARS
(2008-2022)**

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ABSTRACT

The legal basis for the special autonomy fund of Aceh is Undang-Undang No. 11 of 2006 concerning the Aceh Government. The special autonomy fund of Aceh is a Central Government fund given to the Aceh Government as a source of revenue given to the Aceh Revenue and Expenditure Budget (APBA). The research method used in this study is a library study by collecting documents relating to the special autonomy fund of Aceh. The results of this study indicate that special autonomy funds of Aceh have amounted to Rp. 95,924 Trillion for 15 years provided by the Central Government with an average of Rp. 6.395 Trillion. The contribution of the special autonomy funds of Aceh to the APBA is an average of 51.57% annually, which means the APBA has a high dependence on special autonomy funds from the central government.

Keywords: Special Autonomy Fund of Aceh, APBA.

1. INTRODUCTION

Aceh is one of the provinces that possess a special characteristic and obtain a certain authority from the Unitary State of Republic of Indonesia (NKRI) to govern and manage the interest of its people constitutionally. This act is influenced by the political turmoil, years of violent armed conflict that cost thousands of casualties from civilians and state forces, huge material and moral losses, as well as allegations of human rights violations (Suharyo, 2016). As a result, the Indonesian government and Gerakan Aceh Merdeka (Aceh Independence movement) agreed on a treaty which also known as MoU (Memorandum of Understanding) on August 15th 2005 in Helsinki. The signing of this peace treaty led to the given of special autonomy status and massive funds injection to Aceh (Basri dan Nabiha, 2014).

The establishment of Aceh as a state with special autonomy is according to Law No. 18 Year 2001 (UU No. 18 2001) about the special autonomy For Aceh special province as Nanggroe Aceh Darussalam and Law No. 11 Year 2006 (Sukirno, 1996 as cited in Mediyanti, 2019). According to the Law No. 11 year 2006 article 183 (2) in, the allocation of special autonomy funds has a term 20 (twenty) years, with details of the first year up to the fifteenth year has an amount equivalent to 2% (two percent) of the Budget ceiling National General Allocation (DAU). As for the sixteenth year up to the twentieth, the amount is equivalent to 1% (one percent) of DAU National's budget ceiling.

The Aceh's special autonomy budget (DOKA) is expected to be the incitement for improving Acehnese general welfare (Ananto et al, 2020; Mediyanti, 2019). Beside, DOKA is also aimed for pursuing the lag in regional development by considering the balance in development between districts/cities (Syafei, 2013 as cited in Taurina et al, 2015). However, such arrangement is not aligned with the central government's expectation towards Aceh. Cahyono (2016) states that

Economic development wise, the condition is not yet properly maximized and social welfare has not been improved. DOKA from year 2008 to 2022 has accumulatively reach 95, 924 trillion rupiah which has been disbursed by the central government for Aceh, within a period of fifteen years. Such massive fund can ideally bring a positive impact towards the province. Yet data from the Central Bureau of Statistics (BPS) in 2020 has shown that Aceh is placed fifth with the highest poverty percentage rate among other regions in Indonesia, namely 15, 43% of poor people percentage. So, it can be said that the special autonomy fund given by Central government cannot suppress the high poverty rate in Aceh.

The result of BPK investigation towards the regional financial report (LKPD) of Aceh government between years 2008-2022 about Aceh special autonomy fund resulting in 10 findings and 41 recommendation worth 32,38 Billion rupiah. 10 recommendations had been treated and 15 recommendations amounted to 132, 15 billion rupiah is still in progress. Meanwhile, there are 16 recommendations which totaled of 32, 25 billion rupiah remains untreated or not yet followed up the government of Aceh. Likewise, in 2017 there was a finding by BPK LKPD as a result of their investigation on the absorption of special economic funds throughout the province in 2017 is not optimal and the management of the remaining funds (special autonomy) is not according to the Governor of Aceh regulation Number 79 Year 2013. Subsequently in 2018, a finding in the BPK RI investigation of Aceh's special autonomy funds concerning about the exceeds of payment for 31 work packages in eight SKPA amounted to Rp3.399.256.227,87.

A study conducted by World Bank (2006) as cited in Hasan and Nabihah (2014) suggest that local government institutions in Aceh has no capability to manage and utilize the budget effectively. Then, the centralized management of DOKA by Aceh government in its implication did not work effectively, the financial transparency process is not being carried out according to the *Good Governance* principles, thus implying the poor management of the special autonomy funds in Aceh (Syafei, 2013 as cited in Taurina et al, 2015).

2. LITERATURE

Special Autonomy Funds of Aceh

In the article 183 verse 2 Law No. 11 Year 2006 about the Aceh government, special autonomy funds is given for 20 (twenty) years starting from 2008. Regarding the amount of the funds, from the first year to the fifteenth year (2008-2022) is equal to 2 percent of the ceiling of the National General Allocation Budget (DAU). Subsequently, the year sixteenth to the year twenty (2023-2028) regulates the amount of the fund to only 1 percent of the National DAU plan. The special autonomy fund has a vital role in the development of Aceh. Its massive contribution can be seen and has accounted for about 50 percent of the Aceh regional budget revenue (APBA). Despite this, the special autonomy funds seem not yet maximally allocated (Sanur, 2019). Moreover, the poverty rate in Aceh still remains a depressing problem. The beneficial privilege of the funds could have been highly anticipated to support the Acehnese economy.

According to the Law of the Republic of Indonesia No. 26 year 2009 Article 1(26), the special autonomy funds are funds which allocated to finance the special autonomy implementation within a region, as established in the Law Number 35 Year 2008 regarding the Perpu establishment Number 1 Year 2008 about the alteration of Law Number 21 Year 2001 about the special autonomy for Papua province become the Law and law number 11 year 2006 about Aceh government. Yani (2009) states there have been several considerations in the realization of Law No. 11 Year 2006,

namely:

1. The government system of the Unitary State of Republic of Indonesia (NKRI) according to the constitutional law of Republic of Indonesia 1945 respects and acknowledges the regional government system that is specific/special as stipulated within the Law.
2. Aceh is a specific/special regional government which closely tied to the historical movement and struggle of Acehnese.
3. Possess an Islamic way of life to create a strong Islam culture as a regional capital in Indonesia.
4. The earthquake and Tsunami disaster has formed national solidarity in developing Aceh and resolving the conflict peacefully.

The Aceh special autonomy funds is designated towards funding or financing development and maintenance of the infrastructures, empowerment of the people economy, ending poverty, as well as funding education, social and health, based on the Law Number 11 Year 2006 about Aceh government, valid for a period of 20 (twenty) years since 2008. To control the implementation of the special autonomy funds, Aceh has formed a Master Plan for the utilization of Special Autonomy Funds for 20 years (2008-2027) through Aceh Governor Regulation No. 78 Year 2015 and Jo Aceh Governor Regulation No. 114 Year 2018.

3. METHOD

This research employs descriptive methodology which is about reviewing or studying the available literatures through the secondary data. Data collection through various literatures such as books, journals, laws, articles, State Financial Accountability Agency (BAKN) and the inspection reports by The Supreme Audit Agency of the Republic of Indonesia, related to the study. The Data and information gathered in the study are analyzed in forms of numerical, matrices, percentages, and explanations to get conclusion of the research.

4. RESULT

The Development of Aceh Special Autonomy Funds over 15 Years

The receival development of Aceh autonomy funds throughout 15 years (2008-2022) sees an increasing trend. The details of it as it can be seen in the table 1 below.

Table 1. The development of Aceh Special Autonomy Funds (2008-2022)

| No | Year | Special Autonomy Funds (in Billion) | Annual increase (%) |
|--------------|------|-------------------------------------|---------------------|
| 1 | 2008 | Rp. 3,590 | - |
| 2 | 2009 | Rp. 3,728 | 3,84% |
| 3 | 2010 | Rp. 3,849 | 3,24% |
| 4 | 2011 | Rp. 4,510 | 17,17% |
| 5 | 2012 | Rp. 5,479 | 21,48% |
| 6 | 2013 | Rp. 6,222 | 13,56% |
| 7 | 2014 | Rp. 6,824 | 9,67% |
| 8 | 2015 | Rp. 7,057 | 3,41% |
| 9 | 2016 | Rp. 7,707 | 9,21% |
| 10 | 2017 | Rp. 7,970 | 3,41% |
| 11 | 2018 | Rp. 8,030 | 0,75% |
| 12 | 2019 | Rp. 8,360 | 4,10% |
| 13 | 2020 | Rp. 7,555 | -(9,6%) |
| 14 | 2021 | Rp. 7,555 | 0 |
| 15 | 2022 | Rp. 7,500 | -(0,72%) |
| Total | | Rp. 95,924 | 100% |
| Mean | | Rp. 6,395 | - |

Source: Cultivated data (2023)

Based on the table 1 above the trend of Aceh’s special autonomy fund experiencing an increase as a result of the similar increase of the National General Allocation Budget (DAU). The most prominent hike can be seen in the 2012 which is estimated around Rp.5, 479 Trillion, an increase of 21, 48 % from the year 2011, and the lowest increase can be seen in the year 2018 which is roughly estimated around Rp8, 030 Trillion and equal to 0, 75% increase from the year 2017 and the year 2020 experiencing a decrease around 9, 6% and following by the subsequent decrease of 0, 72% in the year 2022. The average amount of Aceh’s otsus (Special Autonomy Funds) over 15 years from 2008-2022 is Rp.6, 395 Trillion where the annual increase is averaging to be 5, 30%.

The receival Development of Special Autonomy Fund compared to Aceh Regional Budget Revenue (APBA)

The receival Development of Special Autonomy Fund compared to Aceh Regional Budget Revenue (APBA) over 15 years can be seen on the table 2 below:

Table 2. The Receival Development of Special Autonomy Fund compared to Aceh Regional Budget Revenue (APBA)

| No | Year | Total of Special Autonomy Funds / Otsus (in Billion) | Aceh Regional Budget Revenue (in million) | Otsus funds percentage |
|-------------------------|------|--|---|---------------------------|
| 1 | 2008 | Rp. 3.590 | Rp. 8.518 | 42,15% |
| 2 | 2009 | Rp. 3.728 | Rp. 9.791 | 38,00% |
| 3 | 2010 | Rp. 3.849 | Rp. 8.246 | 46,68% |
| 4 | 2011 | Rp. 4.510 | Rp. 7.974 | 56,56% |
| 5 | 2012 | Rp. 5.479 | Rp. 9.711 | 56,42% |
| 6 | 2013 | Rp. 6.222 | Rp. 12.398 | 50,19% |
| 7 | 2014 | Rp. 6.824 | Rp. 12.939 | 52,74% |
| 8 | 2015 | Rp. 7.057 | Rp. 12.755 | 55,33% |
| 9 | 2016 | Rp. 7.707 | Rp. 12.874 | 59,86% |
| 10 | 2017 | Rp. 7.970 | Rp. 14.763 | 53,99% |
| 11 | 2018 | Rp. 8.030 | Rp. 15.084 | 53,23% |
| 12 | 2019 | Rp. 8.360 | Rp. 17.154 | 48,88% |
| 13 | 2020 | Rp. 7,555 | Rp. 16,763 | 45,06% |
| 14 | 2021 | Rp. 7,555 | Rp. 16,480 | 45,84% |
| 15 | 2022 | Rp. 7,500 | Rp. 13,357 | 56,15% |
| Total | | Rp. 95,924 | Rp. 188,807 | 100,0% |
| Average per year | | Rp. 6.394 | Rp. 12,587 | 50,73% |

Source: BAKN DPR RI (2023)

Based on the table 2 above, it can be implied the development of Aceh APBA over 15 years encountering a fluctuation. Throughout 15 years, there have been numerous decreases in the year 2010, 2011, 2015, 2020, 2021, and 2022 while the increasing trends were happening in the year 2009, 2012, 2013, 2014, 2016, 2018, and 2019. The average of APBA over 15 years (2008-2022) is Rp.12, 587 Trillion where the highest is in the year 2019 amounted to Rp.17, 154 Trillion and the lowest is in the year 2011 amounted to Rp.7, 974 Trillion. The highest percentage of the special autonomy funds compared to the APBA is in the year 2016 which calculated to be 59, 86%, and the lowest percentage is in the year 2009 which is around 38%. Analytical wise, the table above has shown that ever since the special autonomy fund is given in 2008 up until 2022 (15 years) the average is around 50, 73%. This information suggests that the annual average value of the funds can support the APBA up to 50%, even beyond. It is indeed a big meaningful number in fostering the implementation of the development in Aceh.

The Realization of the Special Autonomy Funds Based on Priority Sector

The Aceh special autonomy funds (DOKA) have a separate allocation which is quite different and have no related regulation yet regarding the sectoral portion except for the educational sector which has been stipulated around 20% of the budget. The remains of the infrastructural and educational budget are allocated into several regulated sectors in accordance with the Aceh Governor Regulation (Pergub) Number 9 Year 2017 article 10 (2). A more detailed allocation of the budget for each sector can be seen in the table 3 below:

Table 3. The Allocation of Autonomy Funds Based on Priority Sector

| Sectors | Year (Million Rp) | | | | | Mean |
|----------------------------|-------------------|----------|----------|----------|----------|-------|
| | 2014 | 2015 | 2016 | 2017 | 2018 | % |
| Infrastructure | 3,521.20 | 3,219.87 | 3,710.64 | 2,867.35 | 3,643.75 | 45.32 |
| People Economy Empowerment | 548.56 | 775.59 | 961.39 | 941.53 | 767.25 | 10.95 |
| Poverty Alleviation | 166.27 | 168.81 | 183.36 | 412.42 | 462.34 | 5.37 |
| Education | 1,569.85 | 1,677.46 | 1,582.49 | 2,014.28 | 1,624.27 | 21.15 |
| Social | 165.72 | 213.54 | 131.02 | 218.23 | 147.9 | 2.30 |
| Health | 806.8 | 889.48 | 956.62 | 1,280.06 | 1,178.77 | 13.02 |
| Aceh Privilege | 45.88 | 112.99 | 181.69 | 237.78 | 205.51 | 1.89 |
| Total | 6,824.28 | 7,707.21 | 7,971.65 | 8,029.79 | 7,198.50 | |

Source: State Financial Accountability Agency

Based on the table 3 above, it can be seen that the biggest allocation of Special Autonomy Funds of Aceh (DOKA) since 2014-2018 is on infrastructure sector which is 45,32%. Followed up by the education sector 22,15%, health sector 13,02%, people economic empowerment 10,95%, poverty alleviation sector 5,37%, social sector 2,30%, and lastly Aceh privilege sector 1,89%.

5. CONCLUSION

Based on the explanation that has been described, several conclusions can be drawn as follows:

1. The Aceh special autonomy fund is a source of the Aceh Revenue and Expenditure Budget (APBA) following the reference of Law No. 11 of 2006 concerning the Government of Aceh, which is used to finance development, especially the construction and maintenance of infrastructure, with the people's economy, poverty alleviation, and development in education, social and health.
2. Aceh's special autonomy funds will be given for 20 years, namely 2% of the DAU, namely for 15 years, and the remaining 1% of the DAU for 5 years. Over the past 15 years, the central government has disbursed IDR 95,924 trillion in Aceh Special Autonomy funds, or an annual average of IDR 6,394 trillion.
3. The role of the Aceh special autonomy fund in the Aceh Expenditure Budget (APBA) is very large, exceeding 50% of the total APBA on average over the last 15 years of 50.73%.
4. Aceh's Special Autonomy has not been able to eradicate poverty according to BPS 2022 data, Aceh is in the top five ruins in Indonesia and the number one position on the island of Sumatra, with a missile rate of 15.53% in 2021 and 14.64% in 2022.
5. According to the evaluation of the Ministry of Finance, Aceh Province has left (SILPA) special autonomy funds from 2013 to 2020 in the amount of Rp. 7.7 trillion and in 2021 Rp. 3.41 Trillion. This can be caused by the lack of correlation between program planning and its implementation in the field.
6. Following Pergub No.78/2015 junto Pergub No.114/2018, allocations for Aceh's special autonomy funds are set for seven priority areas, namely: infrastructure, people's economic empowerment, poverty alleviation, education, social, health, and Aceh privileges.

The recommendations can be made from the result are :

1. It is hoped that the Government of Aceh (executive) and the Aceh People's Legislative Council (legislative) must share the same perception of lobbying the Central Government from elements of the DPR-RI so that the Aceh special autonomy fund can be extended again after the end of its contract in 2027.
2. Aceh's special autonomy funds should be prioritized for works or projects that are monumental such as provincial roads, inter-district access roads, the development of the Grand Mosque (in infrastructure), sending a doctor's program for 1,000 Acehnese students abroad (education sector) , the sending of 1000 Acehnese students to continue their education to the Middle East (in the field of education) the development of Islamic law in kaffah, economic improvement and poverty reduction and other monumental projects.

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