

The Implementation of Special Allocation Fund Policy For Rural Transportation Sector

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Abstract: The implementation of regional autonomy that has been rolled out since 1999 attempts to reduce inequality between regions through balancing funds, including through Special Allocation Fund (SAF). Several fund allocations sourced from SAF have been rolled out by the government such as SAF for rural transportation. SAF for rural transportation is a type of SAF that aims to ensure the adequate mobility of society and the distribution of goods/services through the provision of regional transportation facilities in the growth centers of areas that have potential sector. Using secondary data, this paper attempts to analyze the distribution of SAF for rural transportation in disadvantaged areas, border areas, and outlying islands. The results of the analysis shows that the allocation side of SAF recipient regions, it indicates that the priority of infrastructure development originating from SAF for Rural Transportation is for lagging districts/cities, border areas, and outer islands.

Keywords: Implementation; Special Allocation Fund; Rural Transportation; Indonesia

Introduction

The goal of national development in order to improve the welfare of the society. It can be realized if the entire economic resources are allocated equitably and evenly throughout the territory of Indonesia. Thus, the results of this national development should be able to prosper all layers of society and can be enjoyed fairly so that there is no income inequality in the society. Indonesia has thousands of islands, both large and small, and has diverse resources. In terms of natural resources, some regions have abundant natural resources, but some areas are lacking of natural resources. In terms of human resource quality measured by Human Development Index (HDI), some regions have high HDI and some areas have low/medium HDI. Thus, it causes diverse economic development differences. There is a tendency toward more advanced economic development in the western part of Indonesia compared to the achievement of economic development in Eastern and Central Indonesia. Differences in economic development between these regions encourage the imbalance of development between regions in Indonesia.

The implementation of regional autonomy that has been rolled out since 1999 attempts to reduce inequality between regions through balancing funds, including through SAF. Several fund allocations sourced from SAF have been rolled out by the government such as SAF for Rural Transportation. SAF for Rural Transportation is a type of SAF that aims to ensure the adequate mobility of society and the distribution of goods / services through the provision of regional transportation facilities in the growth centers of the region which has potential base sector such as in Fast-Growing Strategic Areas (FGSA), Integrated Economic Development Areas (IEDA), National Strategic Tourism Area (NSTA), and Investment Concern Area (ICA); as well as opening the isolation of disadvantaged areas, border areas, and islands (Technical Guidance number 85 of 2016).

The Ministry of Home Affairs released *Permendagri* (regulation of ministry of home affairs) No. 29 of 2008 on the Development of in Fast-Growing Strategic Areas (FGSA) aims to accelerate the development of potential areas as a regional growth center, reducing the inter-regional development gap. FGSA is a part of strategic area that has been developed or potential to be developed because it has the advantage of resources and geographic that can drive the economic growth of the surrounding regions. By developing a rapidly growing strategic area in the region, it will encourage the optimization and utilization of comparative advantages and competitive regional superior products as well as encouraging regional attractiveness in domestic and international markets.

In order to maximize the development of FGSA, it is necessary to support infrastructure development policy in it. Infrastructure development is believed to be the motor of development of a region. Transportation facilities and infrastructure have a very important function, not only as an increase in mobility and accessibility of infrastructure and production products but also as a catalyst in supporting economic growth, regional development, and unifying Indonesia territory. Therefore, the availability of transportation services is fully important to support the realization of community welfare, including communities in remote areas. Therefore, the development of transportation is directed to improve transportation services in efficient, reliable, quality, safe, and affordable prices.

Access to rural infrastructure is a major and important issue to be addressed in rural areas because beside as an effort to fulfill basic services, it is also an entry point for innovation, mobility, and opportunities to improve socio-economic life. The difficulty of such access will ill lead to the non-optimal utilization of potential in rural areas. The type of infrastructure affects trade activity between one to another rural area to stimulate better region's economic growth. In the end, it can reduce the inequality of regional development.

Literature Review

Local Government In Autonomy Era

The reform era Indonesia is in the era where there is a change of paradigm of national development from growth paradigm toward development equality paradigm in a fair and balanced manner. The changed is realized through the enactment of regional autonomy and the balance of central and regional finances as regulated in a package of laws, namely Law no. 32 of 1999 on regional government and Law no. 25 of 1999 on the fiscal balance between central and regional government.

Along with the implementation of regional autonomy, the law which is used as 'legal umbrella' is continuously revised. Currently, the legal basis for the implementation of regional autonomy refers to Law No. 23 of 2014 and the Law of the Republic of Indonesia No. 9 of 2015 about Second Amendment on Law Number 23 of 2014 on Regional Government. The implementation of regional autonomy in addition to base on legal references, as well as the implementation of globalization demands that must be empowered by giving the region a broader, more real, and responsible authority, especially in regulating, utilizing and exploring the potential sources in each region.

Regional autonomy is the right, authority, and obligation of the autonomous regions to regulate and manage their governmental affairs and the interests of the local people in accordance with the laws and regulations (Law Number 23 of 2014 on Regional Government). With the enactment of regional autonomy, the regions have wider authority in organizing their government. Along with the broader authority, the region is also required to explore the potential of the region to increase local revenue.

Distribution Of Governmental Affairs Pursuant to Law No. 23 Of 2014

The region is an integral part of development in Indonesia. But often, there is always a problem between the center and the region, one of them in terms of the distribution of governmental affairs between the central and regional. When discussing the affairs of central and local government, the regulations that can be a handle is Law no. 23 of 2014 on Regional Government. Government affairs, according to this law, is divided into 3 parts, the first is the absolute government affairs, the second is the affairs of the concurrent government, and the third is the affairs of general government. The three affairs above are divided into affairs that become the central domain and local domain. The principle used for the distribution of government affairs consists of the principle of decentralization, deconcentration, and co-administration task.

Decentralization principle is the transfer of authority from the center to the regions, and the domain of decentralization is closely linked to the transfer of power from the central property to the local property. De-concentration principle is a delegation of some government affairs, which is the authority of the central government to the governor as the agent of the central government, to the vertical institution in a certain region, or to the governor and regent/ mayor in charge of general government affairs. While the co-administration task is an assignment from the central government to an autonomous region to implement some government affairs which is the authority of the central government or from the local government of the province to the regencies/city to implement some of the governmental affairs which is the authority of the provincial region.

Absolute governmental affairs are government affairs which entirely become a central authority. Although the authority is entirely in the hands of the centre, absolute governmental affairs can be delegated to the vertical institutions in the region based on the principle of concentration. The vertical agency itself is a ministry and non-ministerial government agency administering government affairs which are not submitted to an autonomous region in the context of deconcentration, for instance, the vertical agency in the region is a regional apparatus work unit, such as a local agency. The second

government affair is concurrent government affair. Its definition is the government affairs which is divided between central government and provincial region and district/city region, the affairs submitted to the region become the basis of implementing regional autonomy. The division covers various fields, ranging from agriculture, trade, mining, fisheries and others. However, the main principle in the distribution of concurrent governmental affairs should be based on accountability, efficiency, externalities and national interests.

In relation to the regional authority which was then made in the form of regional policy, the affairs of the concurrent government handed over to the regions were then divided into two sections, mandatory government affairs and optional government affairs. This mandatory government affair is subdivided into two parts, first, mandatory governmental affairs relating to basic services and mandatory governmental affairs not related to basic services. The meaning of the a mandatory governmental affairs relating to basic services is the government affairs which must be held by all regions related to this basic service, covering the fields of education, health, public works, spatial arrangement, public housing, residential area, public order, and social issues.

Fiscal Decentralization In Indonesia

Fiscal decentralization is linked to sharing of fiscal responsibilities and power among central, state and local governments (. Decentralization is the handover of Government Affairs by the Central Government to the autonomous regions based on the Autonomy Principles (Law No. 23 of 2014). Thus, along with the assignment of affairs to the regions, the consequence is the arrangement of financial distribution between the central and regional governments, not only on the income aspect but also on the expenditure aspect (*Sacchi and Salotti, 2011*). Therefore, a fair and harmonious arrangement of financial relations between the central and local governments is required. Anita (2014) state that decentralization and balance finance between central and local government will increase government revenue areas and spending decisions that will able to increase economic growth.

Fiscal decentralization can bring economic efficiency in resource allocation among the public sector. Differences in public service preferences in each region, causing standard services provided by central government are considered inefficient. Therefore, local governments are more suitable to provide services because local governments are able to understand the uniqueness of each region. Tiebout (1956) states that not all public service provision should be carried out by the central government, but more appropriately provided by local governments such as education, hospitals, etc. The literature explains that fiscal decentralization can affect the efficiency of redistribution in the economy. Oates (1993) The basic concept of fiscal decentralization is the improvement of economic efficiency in the provision of public goods in accordance with the tastes and circumstances of the region. This will result in higher levels of community welfare.

Theoretically the relationship between fiscal decentralization and income inequality is less clear, empirically it affects the decline of income inequality among regions (Antonia and Seiferling, 2014). Some of the key elements of the fiscal decentralization policy that affect it are: a fair transfer system, the ability to choose the most potential sectors / resources and the appropriate allocation of incentives. These elements play an important role in encouraging the success of decentralization in reducing income inequality among regions

(Zakaria, 2013). There is a direct and indirect effect of Fiscal Decentralization To poverty reduction and income inequality. direct effects associated with changes in either the implementation of public policy or the behavior of relevant economic agents due to changes in the decentralization process, eg changes in the composition of government spending. The indirect effect of fiscal decentralization on poverty reduction and income inequality can be observed through a number of socioeconomic variables, which in turn will have an impact on poverty reduction and income distribution. In this context macroeconomic variables change as transmission mechanisms include economic growth, the size of public sector (Sepulveda and Vazquez ,2011)

The goal of decentralization can be achieved when accompanied by sufficient regional financial capacity. Besides, the regions should explore the economic potentials to increase local revenue, the source of funds derived from the financial balance of funds between the central government and local governments will also support local government run in the era of autonomy. Balancing fund is a sub-system of state finance as a consequence of the division of tasks or in line with the division of affairs between the central government and local governments. Funding of the handover of affairs to local governments embraces the principle of money follow function, which means that funding follows the governmental function that is the responsibility of each level of government.

This fiscal decentralization policy has several objectives, one of which is to reduce the fiscal gap between central and local governments and between regions. This is in line with the function of one of the major components of fiscal decentralization, i.e. balancing funds consisting of general allocation funds, special allocation funds, and revenue sharing funds that have most substantial proportion in the system. From the perspective of regional development, the presence of fiscal equality among regions will have implications for the reduction of development gap between regions in Indonesia (Firman and Arafia, 2011).

Special Allocation Fund (SAF) For Rural Transportation

The Special Allocation Fund (SAF) or specific purpose grant is one of the fiscal decentralization instruments together with the General Allocation Fund (GAF), revenue sharing fund, and other types of decentralization funds incorporated in the Balancing Fund (Bappenas, 2011). SAF is a fund sourced from state budget revenues allocated to certain areas with the aim of assisting in funding special activities which are regional affairs and in accordance with national priorities. The special activities are in accordance with the functions set out in the state budget. Base on theoretical perspective, The Special Allocation Fund (SAF) applied in Indonesia thus far includes conditional, closed-ended, and binding constraint matching grants. That is, The Special Allocation Fund (SAF) in Indonesia is a conditional transfer with a special purpose whose amount of funds (ceiling) has been set from the beginning (Bappenas, 2011). Specific activities established by the government prioritize development activities and/or procurement and/or development and/or improvement of physical facilities and infrastructure of basic public services with long economic life, including the provision of supporting physical facilities.

Not all regions get SAF allocations, certain regions that can get SAF allocations are determined based on general criteria, specific criteria, and technical criteria. The general criterion means considering the financial capacity of the region in the state budger. Specific

criteria mean considering legislation and regional characteristics. Technical criteria are the criteria set by the state ministry or technical department.

In order to accelerate development in the region, the Ministry of Home Affairs through *Permendagri* no 29 of 2008 on the Fast-Growing Strategic Areas (FGSA) in the region. The goals of developing FGSA in the provinces/ regencies /city aims to:

- a. increase the added value and competitiveness of superior products in the region;
- b. increase economic growth in growth centers;
- c. encourage the development of inter-regional cooperation functionally and inter-relative areas which are already developed with disadvantaged areas in the surrounding in an integrated system of economic development areas;
- d. optimizing the management of specific resource potentials of province/ district/ city areas for the regional economy and community welfare improvement which are environmentally sustainable; and
- e. creating an embodiment of alignment, balance, and harmony of growth between regions.

FGSA is a part of the strategic area that has been developed or potential to be developed because it has the advantage of resources and geography that can drive economic growth in surrounding region. Therefore, the determination of superior commodities should be done in encouraging the acceleration of FGSA development. In order to accelerate the development of FGSA, the government allocates SAF for rural transportation specifically directed to districts/cities that have FGSA. Through *Permendagri* No 85 of 2015 on the technical guidance of SAF, SAF for rural transportation is expected to increase availability and accessibility of local communities to regional connectivity services from production centers to local, national, and international marketing outlets in order to promote growth economic in growth centers.

The scope of the activities of the Special Allocation Fund for Rural Transportation Sectors, including (*Permendagri* Number 85 of 2015) :

1. The mode of water transportation;
2. Land transportation infrastructure and facilities in rural areas covering the construction / upgrading of roads between villages, with secondary local functions and the provision of land transportation modes in accordance with regional characteristics to support national connectivity, growth and regional economic equity; and
3. Small dock to dock and add the ship loading and unloading of goods and up-and-down passengers in the watersheds and lakes crossing.

Based on the scope of activities further elaborated into menus activities of the Special Allocation Fund for Rural Transportation, consisting of:

1. Construction and upgrading of roads and non-status bridges, as well as dock / boat mooring, including;
2. The procurement of passenger and goods transportation facilities in accordance with the characteristics and needs of the region, such as mini buses, pick ups, dump trucks, and ships (wooden vessels / fiberglass vessels / outboard engines) and busses.

Methods

Data

In this study the authors use secondary data as a source of data, data needs obtained from Presidential Regulation no. 137 of 2014 Annex and Presidential Regulation no. 137 Year 2015 Appendix, the data required is the data of the Allocation of Special Allocation Fund (SAF) allocation for the sector of rural transportation in 2015 and 2016.

Analysis Technique

This study is descriptive research, is research that aims to create a description of the distribution of Special Allocation Funds (SAF) in Indonesia, especially in developed regions, underdeveloped regions and the outer islands. The data analysis used the average allocation of Special Allocation Fund (SAF) between developed regions, underdeveloped regions and areas in the outer islands, the value of the comparison of Special Allocation Fund (SAF) between developed regions, disadvantaged regions and regions on the outer islands. Further illustrated in pie diagrams, bar charts and tables.

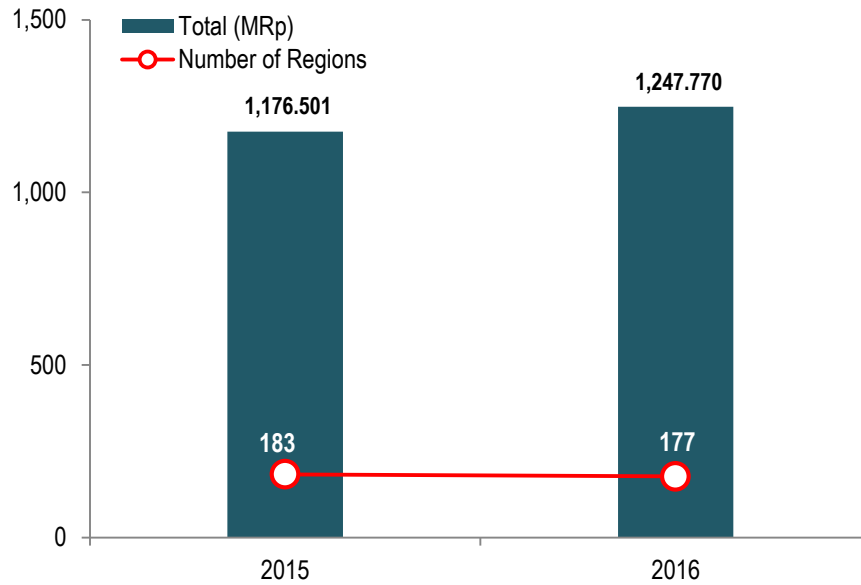
Findings

Implementation Of SAF For Rural Transportation Sector In 2016

In accordance with Circular Letter of Fiscal Balance General Director of Ministry of Finance Republic of Indonesia No. 3 of 2016, SAF for rural transportation policy is the SAF directed to finance the field/sub-field of transportation specified annually according to regional needs and national priorities. Meanwhile, the affirmative policy of SAF for rural transportation is prioritized for underdeveloped areas and border areas. The location of SAF activities for rural transportation in disadvantaged areas is prioritized in remote and isolated villages, whereas in border areas, it is prioritized in priority border areas between countries. The affirmative Special Allocation Fund (SAF) is arranged by the government since 2014. The affirmative SAF policy is aimed at underdeveloped and border areas. Thus, SAF for Infrastructure in Disadvantaged Areas and SAF for Infrastructure in Border Areas, which was originally a separate field within the SAF, is merged into an affirmative SAF for Rural Transportation. Through this SAF, it is expected to help improving the welfare of people in disadvantaged and border areas.

Total Provinces that received SAF for Rural Transportation are 33 Provinces, special capital region does not get the allocation of SAF for Rural Transportation either regular or affirmation. Several provinces in Java Island namely West Java, Central Java and Yogyakarta Province and Bali Province also do not receive SAF for Affirmative Rural Transportation.

Figure 1. **The Improvement of SAF Allocation for Affirmative Rural Transportation Period 2015-2016**

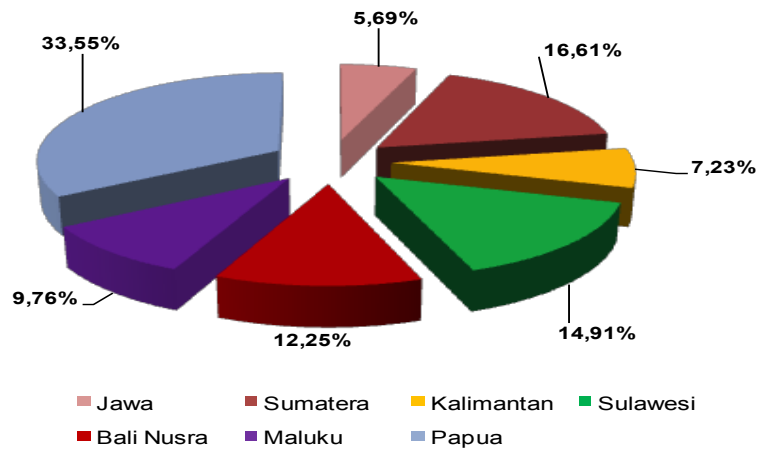


Total allocation of SAF for Rural Transportation distributed by the government to all provinces by 2015 1,594,314 billion rupiahs, while in 2016 is 1.566 trillion rupiahs consisting of 318.542 billion rupiahs for regular rural transportation and. 1.248 trillion rupiahs for Affirmative Rural Transportation. Not all districts/cities are receiving SAF for Rural Transport Sector, there is a tendency that areas that do not get SAF allocation for Rural Transportation are already developed. The number of districts/cities receiving SAF for Rural Transportation amounted to 314 districts/cities while those who did not receive amounted to 194 districts/cities.

Special Allocation Fund (SAF) Distribution of Rural Transportation Based On 7 (Seven) Major Islands

The distribution of SAF for Rural Transportation is divided into 7 major islands in Indonesia. Recipient Region of SAF in Indonesia consists of 96 districts in Sumatera, 37 districts in Papua, 34 districts in Sulawesi, 38 districts in Bali and Nusa Tenggara, 24 districts in Kalimantan, 21 districts in Maluku, and 40 districts in Java. The highest distribution of SAF for Rural Transportation of 525.545 billion rupiahs or 33.55% of total is in Papua. In detail, the distribution of SAF for Rural Transportation per island region can be seen in the following figure:

Figure 2. The Distribution of SAF for Rural Transportation per Region (%)

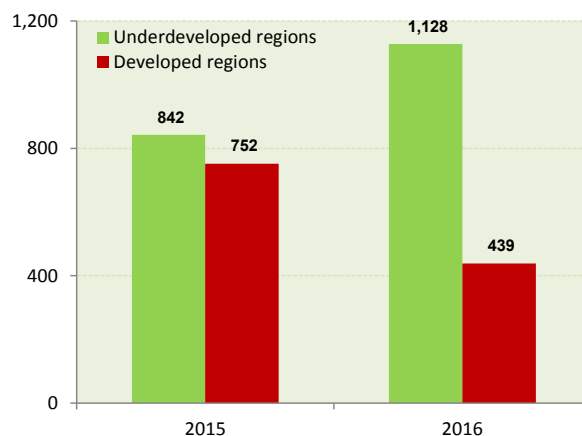


This is in accordance with the lagging condition in the Papua region which faces more severe backwardness problems and more development needs. While the Sumatera region received the second largest SAF allocation for Rural Transportation after Papua amounted to Rp 260.173 billion rupiahs or 16.61% of total SAF for Rural Transportation.

Comparison of Special Allocation Fund (SAF) of Rural Transportation in Developed and Disadvantaged Areas

The total SAF for Rural Transport in disadvantaged areas tends to increase from 2015 to 2016. SAF allocation in 2015 in disadvantaged areas amounted to 842 million rupiahs increased by 33,88% becoming 1.128 billion rupiahs in 2016. In contrast, the allocation of SAF for developed regions decreased by 41.67%. SAF allocation in 2015 for developed areas amounted to 752 million rupiahs increased becoming 439 million rupiah in 2016.

Figure 3. The Allocation of SAF in Developed Areas and Disadvantaged Areas



In accordance with Presidential Regulation No. 137 of 2015 on the Details of the State Revenue and Expenditure Budget of 2016, SAF for Rural Transportation is aimed at underdeveloped areas, borders areas, and outer islands. Underdeveloped and border areas are areas requiring concern from the central government due to the lack of basic facilities,

infrastructure, and services in the region. Disadvantaged areas are district areas whose communities and territories are relatively underdeveloped compared to other regions in a national scale. The backwardness of the area is measured based on economic, human resources, infrastructure, accessibility and fiscal gap criteria (Bappenas, 2015). Therefore, it needs a systematic and well-planned effort to overcome the backwardness. Basically, the districts/cities in the border areas and outer islands tend are lagging districts. Only a few districts/cities in the border areas that are already developed, such as Batam and Jember.

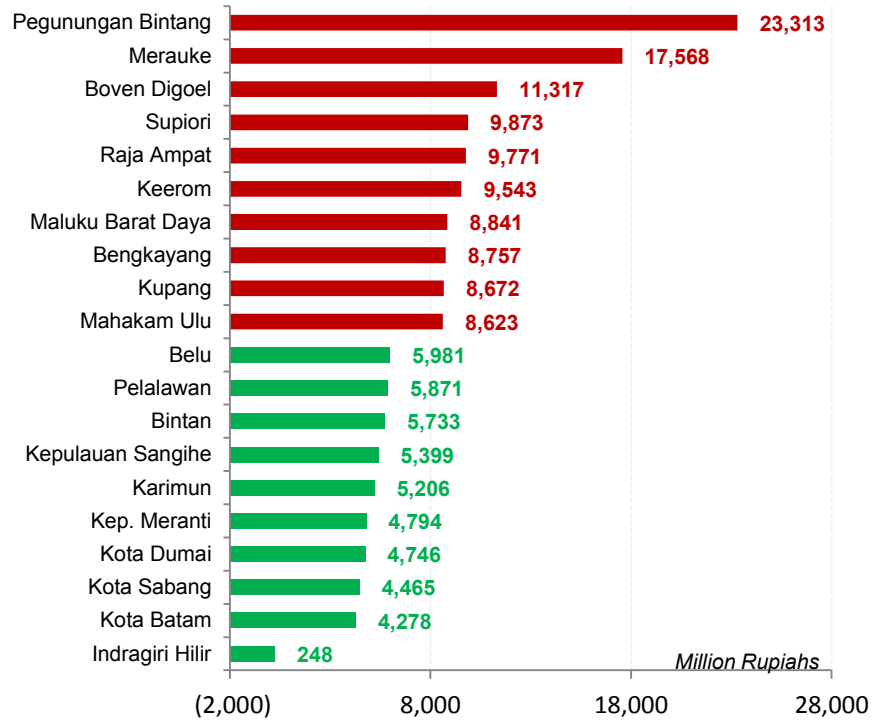
There is a tendency that the 10 (ten) districts receiving the largest SAF allocation are the disadvantaged areas located in Eastern Indonesia. It represents the need for development in underdeveloped areas that are still very high. Meanwhile, development in the border area is a national priority in accordance with one of *Nawacita* (Jokowi's 9 Priorities): developing Indonesia's rural area. Total SAF in disadvantaged areas is 1,128 million rupiahs and there is a tendency that 10 (ten) districts receiving the largest SAF allocations are lagging regions located in Eastern Indonesia. Districts that get the largest SAF allocation in 2016 is Puncak Jaya amounted to 30.003 million rupiahs , while the district getting the lowest SAF allocation are developed districts, North Kolaka, amounted to 120 million rupiah. It represents that development needs in disadvantaged areas are still very high, especially in the improvement of transportation facilities and infrastructure. SAF allocation for border areas in 2016 amounted to 303.676 billion rupiahs increased by 22.29% compared to 2015. The border area consists of 40 districts'cities, 21 districts of them are disadvantaged areas and the remainings are developed areas. Lagging districts located in the border areas are as follows:

Table 1. **Lagging Districts Located in Border Areas**

No.	District	No.	District	No.	District
1	Alor	8	Mahakam Ulu	15	Pulau Morotai
2	Belu	9	Malaka	16	Raja Ampat
3	Bengkayang	10	Maluku Barat Daya	17	Rote Ndao
4	Keerom	11	Maluku Tenggara Barat	18	Sabu Raijua
5	Kapuas Hulu	12	Merauke	19	Sintang
6	Kepulauan Aru	13	Nunukan	20	Supiori
7	Kupang	14	Pegunungan Bintang	21	Timor Tengah Utara

Ten (10) districts in the border areas receiving the largest SAF allocation are lagging district located in eastern Indonesia.

Figure 6. **Total SAF Allocation from The Lowest to The Highest for Border Areas in 2016 (Million Rupiah).**

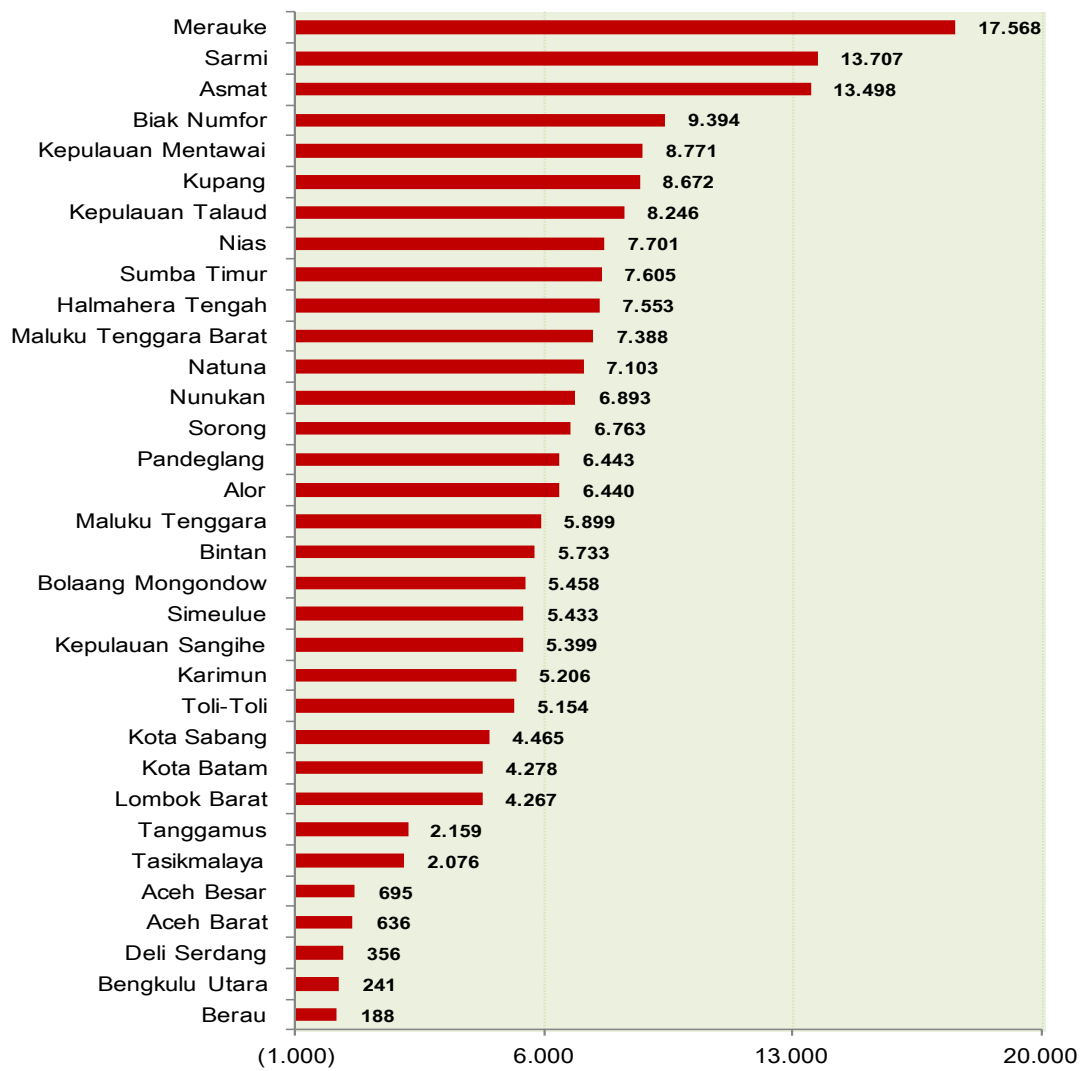


Source: Presidential Decree No. 137, Year 2015

Special Allocation Fund (SAF) of Rural Transportation in the Outlying Islands Areas

Indonesia Presidential Decree No. 78 of 2005 on the Management of Small Outermost Islands states that the management of the small outermost islands is a series of activities conducted in an integrated manner to utilize and develop the resources potential of the small outermost islands of Republic of Indonesia to maintain the integrity of the Unitary State of the Republic of Indonesia. There are 92 small outer islands, where the islands are included in 36 districts/cities throughout Indonesia. As a region directly adjacent to other countries, it requires a large budget to develop it. The highest SAF allocation are for outermost islands namely Merauke, Sarmi and Asmat districts. While the lowest are Deli Serdang, Berau, and North Bengkulu. There are 3 districts that do not receive SAF Rural Transportation in 2016 namely Jember, Trenggalek and Cilacap.

Figure 7. Total SAF allocation for Outermost Island Districts in 2016 (Million Rupiahs).



Source: Presidential Decree No. 137, Year 2015

Conclusion

The basic framework of fast growing strategic area (FGSA) is essentially to (i) promote the development acceleration of potential growth zones, (ii) reduce development gaps between regions and (iii) promote the growth of underdeveloped and border areas. Therefore, in the development of FGSA in the region, it is necessary to optimize the utilization of comparative and competitive advantage of regional superior products and regional attractiveness in domestic and international market. Moreover, the strategic area that has been developed by districts/cities will open the isolation of disadvantaged and border areas. Viewed from the allocation side of SAF recipient regions, it indicates that the priority of infrastructure development originating from SAF for Rural Transportation is for lagging districts/cities, border areas, and outer islands. This can be seen from the comparison of SAF allocations between developed and lagging regions of 1: 2,56. Determination of recipient criteria of SAF for rural transportation should not only for districts that have implemented FGSA, but also given to districts/cities that already have strategic area based on the potential and needs of the district concerned. Similarly, In order to catch up the

backwardness of those that fall into the classification of lagging districts/cities, especially those in the border and outer islands, the proportion of SAF for Rural Transportation should be increased.

Further regulation of program/activity mechanisms is needed to optimize the use of SAF, monitoring mechanisms, monitoring and evaluation, enhancing the role of provincial governments, optimal audit mechanisms, and the distribution of incentives and disincentive mechanisms for regions, for that Need to do mapping and update the database better to facilitate these activities.

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Regulation of the Minister of Home Affairs of the Republic of Indonesia (Permendagri) Number 85 of 2015 on Technical Guidelines for the Use of Special Allocation Funds Sub-Division of Infrastructure of Local Governments, Sub-Sectors of Facilities and Infrastructure of the Civil Service Police Unit, Sub-Sectors of Fire Fighting Facilities and Infrastructure, and Sub-Sector of Rural Transportation Appendix IV