

SPECIAL AUTONOMY POLICY OF PAPUA PROVINCE

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ABSTRACT

Papua Province has a special regulation that regulates the sustainability of the wheels of government in Papua Province, namely the Special Autonomy of Papua Province. Law Number 21 of 2001 concerning Special Autonomy of Papua has been amended into Law Number 2 of 2021 concerning the Second Amendment to Law Number 21 of 2001 concerning Special Autonomy for Papua Province. Provide traffic for Papua Province to carry out special autonomy. Referring to this explanation, the author is interested in being able to conduct a study on the Special Autonomy Policy of Papua Province. This research uses Qualitative techniques with Snow Ball Technique research informants. The research results are as follows: Special autonomy policy has not been implemented effectively. Limitations of policy implementation in satisfying (1) the interests of affected parties, (2) the types of benefits received, (3) the expected rate of change, (4) the location of decision making, (5) program implementers, and (6) resource commitments, theoretically, indicate a lack of intended optimality. In addition, deficiencies were identified in (7) estimating player strength; (8) foreseeing the interests of actors; (2009) predicting the tactics of the actors; 10) foreseeing regime and institutional features; (11) estimating compliance; and (12) estimate the response. In practice, the implementation of special autonomy policies has improved the Human Development Index of Papua Province.

Keywords: Policy; Special Autonomy; Papua Province

Introduction

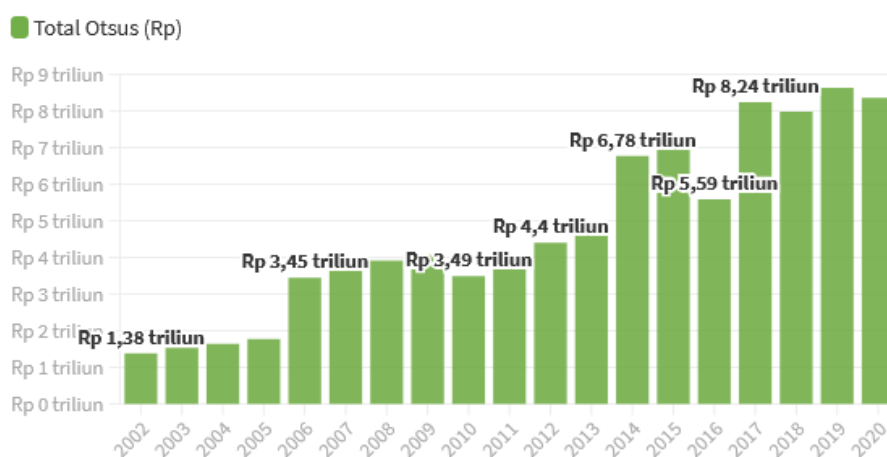
The enactment of Law number 21 of 2001 concerning Special Autonomy of Papua which has been amended into Law Number 2 of 2021 concerning the Second Amendment to Law Number 21 of 2001 concerning Special Autonomy for Papua Province is a monumental event for all Indonesian people, especially Papuans in joint efforts to enter a new Indonesia, which is silent, prosperous, just and dignified. It is believed that if the substance of the law is applied consistently and consequently, then we can witness the effective implementation of government in Papua, the realization of development acceleration and improvement of the welfare of the people in Papua at large, and further strengthen the integrity of the Unitary State of the Republic of Indonesia (Elisabeth, 2021).

However, it must be realized that Special Autonomy Papua is not synonymous with money, it is proven that even though trillions of rupiah are disbursed to the Papua region, but ironically until now the Papua region is still categorized as the poorest region in Indonesia (BPS, 2010; the poverty level of Papua Province is ranked 32nd and West Papua Province is ranked 33rd out of 33 provinces in Indonesia). In addition, we can still

see residents in the Papua region who died due to cases of starvation / hungry edema and a number of other indicators of poverty. The condition of Papua has raised the question of the origin of many parties, "can the Papuan special autonomy policy not function as a locomotive to release the Papuan people from poverty and backwardness?" (Rahman et al., 2023)

Furthermore, ten years later, the completion of more than nineteen years of specific self-reliance policies implemented in Papua Province, what is the current condition of Papuans is certainly interesting to express. for example, regarding the Poverty Line (GK) in Papua Province (Rahman et al., 2023). The following data from BPS Papua Province (2020) distributes the percentage of GK in Papua Province: 1) The percentage of poor people in Papua over the past six months has increased by 0.09 percentage points, from 26.55 percent in September 2019 to 26.64 percent in March 2020; 2) The percentage of poor people in Papua for urban areas decreased by 0.06 percentage points as 4.47 percent (Nero et al., 2021) while rural areas increased by 0.14 percentage points as 35.50 percent (35.36 percent in September 2019); three) The role of food commodities on the poverty line is far greater than the role of non-culinary commodities, both urban and rural. in March 2020, the contribution of the food poverty line to the urban poverty line was 66.82%, while in rural areas it was 78.89%; 4) Culinary commodities that have a major influence on GK Papua Province in urban areas are rice, filter clove cigarettes, purebred chicken eggs, mackerel, and purebred chicken meat. Meanwhile, food commodities that have a major influence on GK in rural areas are cassava vines/sweet potatoes, rice, filter clove cigarettes, pork, and purebred chicken meat; five) in the period September 2019-March 2020, the Poverty Depth Index (P1) and Poverty Severity Index (P2) showed an upward trend. This indicates that homogeneous expenditures of the poor tend to move away from the poverty line and inequality among the poor is increasing compared to the previous period (Yudanto et al., 2020).

As a special autonomous region, Papua Province is allocated a special autonomy fund (Dana Otsus). Specific autonomy funds were allocated to Papua Province starting in 2002. From the following data, it can be known the allocation of special autonomy funds for Papua Province, from 2002 to 2020 (Sukmalalana et al., 2020).



Source: Badan Pengelolaan Keuangan dan Aset Daerah (BPKAD), Kementerian Keuangan •
 Visualisasi Data: Made Anthony Iswara

Graph 1. Papua Province Special Autonomy Fund Receipt 2002-2020

The findings of the BPK in the first semester of the 2010 regulation year on the special autonomy fund for the 2009 regulation year explained that the specific self-autonomy fund award is essentially intended to support the acceleration of the implementation of specific self-reliance for Papua Province, in order to realize justice, enforcement of rule of law, respect for human rights, acceleration of economic development, improvement of welfare and progress of Papuans, in the framework of equality and balance using the progress of other provinces in Indonesia (Ananda, 2018). With the aim of granting such a special autonomy fund, the number of poor people and the percentage of people living below the poverty line in Papua Province, from year to year should decrease. However, the phenomenon of sharing that from the World Bank, Papua Province is still recorded as the region with the highest poverty rate, where there are still 27.5 percent of people in Papua Province living below the poverty line. Referring to the poverty requirements in Papua Province, the question is "How will the allocation of special self-help funds in Papua Province continue?" To questions like this, Coordinating Minister for Political, Regulatory and Security Affairs Mahfud MD (2021) said:

The government will only extend the size of Papua's specific autonomy rules. "Special autonomy does not need to be extended, it has been in effect since 2001 and does not need to be extended. What is extended is only the funds, special funds," said Coordinating Minister for Polhukam Mahfud MD when he was the keynote speaker of the BPK Opinion Workshop related to using the Special Autonomy Fund Management for Papua and West Papua Provinces, Tuesday (30/three/2021). "The constitutional structure and the correlation between the center and the region have not changed anything. The law will not be extended," he added. Mahfud said, Papua's special self-reliance law will only revise 2 things. First, it means revising article 76 of the special autonomy law with plans to add 3 more provinces to Papua and article 34 of the special autonomy fund discourse. "Revision 2 articles. Article 34 is about funds and article 76 is about expansion," Mahfud said. In addition, the government has produced a legal team

to carry out research on the use of Papua and West Papua specific autonomy funds and issued related regulations such as Presidential Decree No. 20 of 2020 concerning the Integrated Coordination Team for the Acceleration of Welfare Development in Papua Province and West Papua Province as a follow-up to Presidential Instruction No. 9 of 2020 concerning the acceleration of welfare development in Papua. Mahfud hopes that BPK can play an active role in supervising special autonomy in the future. because, the government still considers Papua's development has not been effective because of the unconducive security situation, rampant corruption and problems of government procedures. "I want to say that in the future the BPK investigation is expected to be more measurable because special autonomy funds will increase, then the aspirations of law enforcement are very powerful conveyed from the people. and Cooperation between the government and BPK is very important," said Mahfud MD. Regarding Papua, the Coordinating Minister admitted that there were still a number of news in question. However, the government continues to work to resolve some of these dilemmas. "There are those who say, especially the separatist Free Papua Organization with its various organizations, that Papua is not part of Indonesia. Papua has the right to be its own state and nation. So we want to emphasize that the correlation between Papua and the Republic of Indonesia is final. inviolable, and will be maintained at all expected costs. Even social, economic, political and financial, we will maintain it," said Mahfud.

From fiscal year 2002 to fiscal year 2020, Papua Province received an accumulated allocation of specific autonomy funds of Rp.33.33 trillion. It is undeniable that the allocation of special self-help funds is relatively large for the higher the Human Development Index in the Land of Papua. Referring to the description of this background, the author is interested in being able to conduct a study on the Special Autonomy Policy in Papua Province

Research Method

The phenomenon of implementing special autonomy policies in Papua Province to increase the Human Development Index was investigated by researchers using qualitative paradigms or qualitative research techniques. Descriptive analysis techniques are used in this qualitative research strategy. by using the snowball method to identify the subject of research.

Result and Discussion

Special Autonomy Policy in Papua Province

Law Number 21 of 2001 stipulates that Special Regional Regulations (Perdasus) must regulate the distribution of special income of 2% of the national DAU ceiling, between districts / cities and Papua Province in the framework of special autonomy. In the context of implementing Papua Special Autonomy, Perdasus is a product of regional regulations. Before being designated as a product of regional regulations, it must be reviewed and approved by the Papuan People's Council (MRP). In order to defend the rights of indigenous Papuans, especially related to customs, culture, women's empowerment, and religious peacebuilding, MRP is a cultural representation of

indigenous peoples and has special authority. Between 2002 and 2013, the local government of Papua Province has not done so (Katharina, 2019).

The MRP institution that needs to be involved in its development can only be formed in 2005, this is one of the reasons for the ratification of this Perdasus. The DPRP took the lead in 2007 by drafting a Special Regional Regulation (Ranperdasus) for Papua Province in 2007, which discusses the management and distribution of revenue in the context of implementing special autonomy in Papua. However, this Perdasus could not be announced in the Regional Gazette because it did not get approval and signature from Mr. Barnabas Suebu, the Governor at that time (Murofikoh, 2023).

Following the issuance of Regional Regulation Number 25 of 2013 concerning Revenue Disbursement and Financial Management of Special Autonomy Funds mandated by the Special Autonomy Law, the management of Special Autonomy funds began to be legally regulated in 2013, in 2013. Lukas Enembe's first term as Governor of Papua (Sitepu, 2023). The main reason for the extended duration of implementation of the Regional Regulation on the Management of Special Autonomy Funds is the lack of coordination between relevant parties, including the central and local governments. This has led to a number of changes to the special autonomy fund distribution policy, most of which are based on immature reasons (Pamungkas & Triindriasari, 2018).

Papua Special Autonomy Fund Management Regulation 2002–2003: Initially, DOK was only authorized to manage with reference to the Decree of the Minister of Finance of the Republic of Indonesia Number 47/KM.07/2002 dated February 21, 2002 concerning Procedures for its first distribution in 2002. In the Decree of the Governor of Papua Province Number 117 of 2002 concerning the Distribution of Special Autonomy Funds for Papua Province for Fiscal Year 2002 and Decree of the Governor of Papua Province Number 49 of 2003 concerning the Distribution of Special Autonomy Funds for Papua Province for Fiscal Year, the Papua Provincial Government further explained the process of allocating Special Autonomy Funds for Papua Province (Tryatmoko, 2016).

Despite this, there has been a significant reduction in poverty during the nearly 20 years Papua's special autonomy was in place, from 2002 to 2020, despite a slight increase in the number of vulnerable populations. Although in 2002 there were 984,000 people in Papua Province, representing 41 percent of the total population, this statistic is still twice as high as the poverty rate in all of Indonesia which was 16.58 percent in the same year. In Papua Province, the number of poor people fell to 27.53 percent in 2019. However, this percentage is still too high considering that only 9.2 percent of the country's population lives in poverty (Imanto et al., 2020).

Constraints on the implementation of special autonomy policy in Papua Province

Structural constraints are caused by the power dynamics of the political elite as well as the work culture, leadership, and mindset of the bureaucratic apparatus, most of which are KKKN (Sawir, 2020). The lack of dedication and honesty shown by political leaders and bureaucratic authority is the cause of these structural barriers. Weak coordination,

accountability, and transparency in resource management in the implementation of programs and activities related to the basic needs of the community are factors that arise and become obstacles (Latupeirissa et al., 2021). Cultural limitations are obstacles caused by limited human resources, social capital, and knowledge of indigenous peoples that are closely interrelated (H Hermanto Suaib, 2017). Conditions of illiteracy and poverty caused by the remoteness of indigenous Papuans, the decline of society, and the scarcity of individualistic resources give rise to conditional restrictions. The availability of regional infrastructure, health infrastructure, and education infrastructure that is very limited, as well as the high price of basic commodities, are conditions that arise and become obstacles.

Conclusion

To improve the Human Development Index in Papua Province, the special autonomy policy has not been effectively implemented. Limitations of policy implementation in satisfying (1) the interests of affected parties, (2) the types of benefits received, (3) the expected rate of change, (4) the location of decision making, (5) program implementers, and (6) resource commitments, theoretically, indicate a lack of intended optimality. In addition, deficiencies were identified in (7) estimating player strength; (8) foresee the interests of actors; (2009) predicted the tactics of the actors; 10) foresee regime and institutional features; (11) estimating compliance; and (12) estimate the response. In practice, the implementation of special autonomy policies has improved the Human Development Index of Papua Province.

There are three types of obstacles that hinder Papua Province's efforts in implementing the special autonomy policy and improving the Human Development Index: structural, cultural, and conditional. Structural constraints are caused by the power dynamics of the political elite as well as the work culture, leadership, and mindset of the bureaucratic apparatus, most of which are KKKN. Cultural limitations are a result of the scarcity of human, social, and traditional resources that have been deeply embedded in the daily lives of indigenous Papuans. Conditional restrictions are restrictions caused by poverty caused by limitations, community decline, and remote locations. Resources with an individual focus

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