

# Collaboration Model Between Stakeholders in Implementing Law Number 2 Year 2021 Concerning Papua Special Autonomy

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**Abstract:** One of the passions of the amendment of Law Number 21 of 2001 to Law Number 2 of 2021 concerning Special Autonomy for Papua after 20 years has been in improving the welfare of Indigenous Papuans. Mainly regarding the resolution of the integration conflict in Papua, overcoming poverty, increasing the Human Development Index and catching up with Papua's backwardness through infrastructure development. The purpose of this study is to explain the model of collaboration between stakeholders in implementing Law No. 2 of 2021 concerning Special Autonomy for Papua. This research method is qualitative with descriptive analysis. The results of this study explain how to overcome conflict in Papua, increase the Human Development Index and collaboration models between stakeholders, namely the central government, local governments, the Indonesian National Army, Indonesian National Police, Academics, Community Social Institutions, Customary Heads (Ondoafi) and Indigenous Papuans in the successful implementation of Law Number 2 of 2021 concerning Special Autonomy for Papua.

## 1 INTRODUCTION

One of the passions of the 1998 Reformation was the realization of a decentralized government in Indonesia. Every region in Indonesia, whether at the provincial and district or city levels, can carry out regional development with the aim of being independent for the direction of regional development. Law number 22 of 1999 concerning Regional Government is a major breakthrough for the people in the regions to have the space to participate in every public policy making. Every individual and group in the community in the region is expected to have the same opportunities and opportunities in expressing their aspirations with the aim that the government that was previously centralized during the New Order government which focused on Java Island could be more evenly distributed to areas that had not been touched at all by development (Scott, 2006).

In line with the spirit of decentralization, after the second amendment to the 1945 Constitution, in 2001 through Law No. 21 of 2001, the Government together with the House of Representatives finally assigned the Special Autonomy status to the Papua Province. Of course, the step of establishing Papua as

a special autonomous region is a big step taken by the central government not only to solve many lagging development problems, integration conflicts to the level of poverty in Papua. However, this law is expected to be a new beginning in building the trust of the Papuan people, which has experienced many dynamics since the process of integration into the Unitary State of the Republic of Indonesia in 1969 (Chauvel, Richard & Bhakti, 2004).

Law Number 21 of 2001 concerning Special Autonomy for Papua is certainly a step forward in laying the basis for a strong argument in solving many social, economic and political problems in Papua. Moreover, in the past, there were many issues related to the rights of the Indigenous Papuans which were not accommodated by the central government, thus causing a lot of prolonged turmoil (Ansell & Gash, 2007). This does not include the racist and discriminatory treatment of individuals who are indigenous Papuans which often make it difficult for them to interpret themselves and their identity as Indonesians. So that the spirit of the Special Autonomy law is a maximum effort from the central government, which has just undergone a democratic transition from the New Order era of President Soeharto's government to the Reformation era.

The Special Autonomy Law for Papuans is actually the embodiment of the central government's commitment to dialogue and reconciliation efforts against many disputes and misunderstandings in the policy process that are taken through alternative policies that are expected to provide solutions for the welfare of the Indigenous Papuans (OAP). Conceptually, special autonomy is part of the asymmetrical implementation of decentralization in Indonesia. In a simple understanding, asymmetric decentralization is not only an ordinary delegation of authority but also a special transfer of authority that is only given to certain regions, which in this case is Papua. Historically, the meaning of asymmetric decentralization was intended as an effort from the Central Government in order to protect the Unitary State of the Republic of Indonesia from separatist movements that wanted to separate themselves from Indonesia (Haryanto, Lay & Purwoko, 2018).

The hope is of course that this asymmetric decentralization policy is able to provide solutions to all problems in the region which of course require many roles from stakeholders, both from the central government, regional governments, police, military, Community Social Institutions to indigenous peoples in Papua (Febrianti, Dermawan, & Akim, 2019). Where every policy in Special Autonomy in Papua which is asymmetrical decentralization is pursued by maintaining Indonesia as a unitary state as its basic foundation (Iryanti, Pangkey & Londa, 2014). Then every policy instrument from the product of the law which later gave birth to regional regulations must accommodate the uniqueness and differentiation of Papuan culture, history and natural resources in order to protect all indigenous people in Papua. The aim is in the context of dialogue and achieving reconciliation in protecting indigenous peoples and overcoming conflicts in Papua.

Of course, at the beginning of the implementation of the Special Autonomy law in Papua, it did not run smoothly because there were several things that had to be re-diagnosed regarding equitable development and affirmative action from the central government. For this reason, the Special Autonomy Fund for Papua is one of the progressive steps taken by the central government to strengthen Papua's capacity. This instrument was taken of course with measurable considerations because the poverty base and the backwardness of Papua from the western part of Indonesia are the main problems that must be resolved.

So that Article 1 of Law Number 21 of 2001 concerning Special Autonomy for Papua states that Special Autonomy is "a special authority that is

recognized and granted to the Papua Province to regulate and manage the interests of the local community according to its own initiative based on the aspirations and basic rights of the Papuan people".

Departing from this, the regulation is of course expected to be able to act as a policy that has positive and strategic value in the context of improving services, accelerating development, and empowering all Indigenous Papuans so that progress steps to compete with communities outside Papua can be realized more competitively. In addition, Papuan people from the beginning of the establishment of Special Autonomy have been able to gain recognition of their customary rights and local wisdom in every transition of leadership in Papua. That's why explicitly, this regulation also emphasizes that anyone who wants to advance to become a leader in Papua, be it as Governor or Deputy Governor, Mayor or Deputy Mayor and Regent or Deputy Regent has the obligation to respect, protect, empower and maintain every local wisdom and identity of Papuan people.

During the 20 years of implementing Papua's Special Autonomy through Law Number 21 of 2001, on July 19, 2021, the Papua Special Autonomy Law Number 2 of 2021 was issued as an amendment and improvement to the previous law. The amendment to the Papua Special Autonomy Law issued in 2021 is a step forward for the government and the House of Representatives towards the dynamics that are happening in Papua. Not only that, Law Number 2 of 2021 concerning Special Autonomy for Papua is an evaluation of many policies taken by the central government as well as the provincial governments of Papua and West Papua in the framework of welfare.

The paradigm of the Special Autonomy Law No. 2 of 2021 does not only focus on special autonomy funds, but also the accessibility of the indigenous Papuan community as a whole. They can feel the presence of the state as a solution to the problems of poverty, underdevelopment, development, low Human Development Index to conflict issues that are still ongoing. occurred in several areas in Papua that need to get the attention of every policy maker.

The importance of collaboration between stakeholders is a major consideration for the passage of Law Number 2 of 2021 concerning Special Autonomy for Papua. Collaborative steps between the central government, regional governments, the Indonesian National Police, the Indonesian National Armed Forces, Community Social Institutions, Academics and Indigenous Papuans or indigenous peoples are steps that must be carried out in a participatory no longer passive manner. So that the indigenous Papuan people who previously acted

passively can be stimulated to be more active in every policy process and action taken by the government in maintaining the dignity, human rights and resources of the Indigenous Papuans themselves.

Therefore, the research entitled: Model of Collaboration Between Stakeholders in Implementing Law Number 2 of 2021 concerning Special Autonomy for Papua aims to explain and explore what steps for participation and collaboration can be taken by stakeholders in Papua in implementing Law Number 2 Year 2021 Concerning Papua's Special Autonomy so that the goals of Papua's welfare, independence and progress can be realized.

## 2 RESEARCH METHODS

The writing of this article uses a descriptive analytical research method with a qualitative approach. The use of this method is intended to focus on phenomena that occur on actual problems or phenomena, namely collaboration between stakeholders in implementing Law Number 2 of 2021 concerning amendments to Law Number 21 of 2001 concerning Special Autonomy for Papua (Moleong, 1998). The researcher will examine in detail the facts related to the dynamics of problems related to poverty, the low human development index and development problems in Papua. The facts investigated as they are, are accompanied by rational and accurate interpretations of the problem solving model in Papua after 20 years of the Special Autonomy Law.

This method will help researchers to understand the reality that occurs in finding solutions to problems. Research data collection is also carried out through the process of reviewing journals and news reports as primary data for this research. Then the secondary data of this research was obtained by the author from books and documents or reports related to the research focus. The author then analyzes the phenomenon of the case inductively regarding how the Collaborative Model among Stakeholders in Implementing Law Number 2 of 2021 concerning Papua's Special Autonomy.

## 3 RESULTS AND DISCUSSION.

### 3.1 Conflict Problems in Papua

The issue of conflict in Papua is a classic problem that has still occurred since the process of integrating

Papua into one of the provinces in Indonesia in 1969. The central government's policy during the New Order era that placed Papua as a Military Operations Area (DOM) with repressive actions was one of the mistakes in policy making for 32 years the Suharto government was in power. Not only that, a series of problems of poverty, disadvantaged areas, discrimination and racism received by the Papuan People have resulted in the emergence of a desire to break away from the Unitary State of the Republic of Indonesia. As a result, a separatist movement called the Free Papua Organization (OPM) has emerged, prolonging the problems on Earth of Cenderawasih.

The promulgation of Law Number 21 of 2001 concerning Papua's Special Autonomy from the outset had the enthusiasm to reduce conflict issues in Papua (Syaukani & Rasyid, 2001). This step was further strengthened by the provision of an affirmative budget for Papua from the Central Government from the State Revenue and Expenditure Budget, namely the Special Autonomy Fund which based on data from the Ministry of Finance recorded the flow of special autonomy funds or Otsus and additional infrastructure funds (DTI) from 2002 to 2021 for Papua. and West Papua has reached Rp138.65 trillion (Bisnis.com, 8 April 2021).

This figure is certainly not a small number considering that this fund exceeds that obtained by the Province of Aceh which also received a special autonomy fund of Rp. 92 trillion which is also part of the asymmetric decentralization policy product from the central government to local governments. Various developments ranging from roads, bridges to the construction of buildings for health, education and sports facilities were then carried out in Papua to catch up with other regions. This is of course the central government's answer to the demands of the Papuan people as well as the government's efforts to reduce conflict in Papua.

However, during the 20 years that the Special Autonomy Law in Papua has been running, the conflict issue has not yet reached a resolution, which has resulted in the central government and the House of Representatives of the Republic of Indonesia having to find a solution for this. The problems that develop in Papua arise because of the dissatisfaction of the indigenous Papuans towards the policy choices taken by the central government, which considers that every policy related to special autonomy in Papua has not touched the lowest level, namely the indigenous Papuan people.

Therefore, in Law Number 2 of 2021 concerning Special Autonomy for Papua in Article 76 paragraph 2, it is stated that the government and the House of

Representatives can divide provincial and district/city regions into autonomous regions to accelerate equitable development, improve public services, and improve welfare. the community, as well as elevating the dignity of the Papuan Indigenous People by taking into account the political, administrative, legal aspects, socio-cultural unity, readiness of human resources, basic infrastructure, economic capacity, future developments, and/or the aspirations of the Papuan people.

Of course, this expansion goal is not part of returning the government to a centralized state like the New Order era, but so that any policies taken by local governments in the future can be more measurable and touch all levels of society that have not been touched by local governments so far due to budget constraints, infrastructure readiness and other problems related to the security of the region itself because it is vulnerable to conflict between one community and another (Kellas & James, 1998).

Of course, this expansion policy in the future is expected to reduce conflict and increase conduciveness in Papua considering that when division occurs the level of security in a district, district to village in Papua will be stronger. Moreover, when a new province or district is formed automatically the Papuan People's Representative Council (DPRP) which is the legislative body in Papua will also increase following the number of existing provinces as stipulated in the formation of new regions. Then the Governor and the existence of the Papuan People's Assembly (MRP) which is a cultural representation of the indigenous Papuan people can be maximized because the regional government of Papua province which previously numbered 29 regencies/cities and West Papua Province with 13 regencies/cities can be divided according to statutory provisions.

Of course, the regulations governing the new Papua Special Autonomy will give the Papua Provinces the authority over all areas of government and how to carry out development based on humanity and civility in Papua. This mechanism is certainly a wise choice in overcoming conflict problems caused by poverty, disadvantaged areas, discrimination, racism to dissatisfaction with the policies taken so far. Of course, in dealing with the conflict in Papua, the main approach taken is dialogue with every stakeholder based on human rights and respect for the values and culture of the Papuan people.

### 3.2 Low Human Development Index in Papua

Law Number 2 of 2021 as an amendment to Law Number 21 of 2021 concerning Special Autonomy for Papuans actually also aims to improve welfare and the Human Development Index in Papua. The goal is to catch up with the provinces of Papua and West Papua from the Indonesian territory in the central and western parts. The problem in Papua today is that there are still indigenous Papuans who have not been able to recognize numbers and spell words because of the complexity of problems in the world of education that have not yet touched remote areas of Papua (Sollosa, 2005).

Meanwhile, according to data from the Ministry of Education and Culture (2019), nationally the number of illiterates reached 1.78% of the total 270 million Indonesian population or approximately equal to 4.8 million people. Papua is the province with the highest illiteracy rate, which is 21.9% of the total population of around 3.3 million. This means that around 722 thousand people cannot read, count and write which results in the Papua Province Human Development Index being only 60.44 or the lowest of all provinces in Indonesia.

In simple terms, the Human Development Index can be understood as an indicator to measure the comparison of life expectancy, literacy, education and living standards which implicitly explains how people's accessibility to work, income, health and education is. The Indonesian Human Development Index nationally in 2020 is 71.94.

This data confirms the fact that there is a fundamental gap between Papua and other provinces in Indonesia. Moreover, the Human Development Index in Papua is far below the national average Human Development Index. Even when compared to DKI Jakarta, where the Human Development Index reaches 80.77, it further emphasizes the disparity in human development in the western and eastern regions of Indonesia.

This problem stems from the low quality of education in Papua, ranging from limited study space, inadequate number of teachers, no fees for schools to reasons for geographical location which are difficult to access. The situation is exacerbated by poor road infrastructure which has resulted in the isolation of several mountainous areas in Papua. The impact is that the community does not get a proper education due to a lack of socialization regarding the importance of science in promoting welfare and overcoming poverty issues for the Papuan people.



Through Law Number 2 of 2021 concerning Special Autonomy for Papua, it is certainly expected to be a breath of fresh air for Papuan education. In addition to emphasizing innovation, this law is expected to make the alternative to achieving education more practical, flexible and easier to understand for Indigenous Papuans. This means that every stakeholder must have the same paradigm on how to improve education and health quality in Papua as the main factor in pushing Papua to become a region that can move on from backwardness (Theodor, 2006).

Of course, the success of Law Number 2 of 2021 concerning Papua's Special Autonomy must be supported by Papuan people as the main driving force for development in Papua. Policies that were previously far from indigenous Papuans must provide new space so that there is affirmative action from the central government and local governments to find solutions to the problem of the low Human Development Index in Papua whose indicators are education, health and welfare (Rochendi & Saleh, 2017).

Apart from Papua, there are hundreds of local indigenous cultures, different languages and diverse customs. Every Indigenous Papuan must be understood as the main object, not the subject as before, so that every policy in implementing Law Number 2 of 2021 concerning Special Autonomy for Papua can be achieved through collaboration between stakeholders that is affirmative in nature for Indigenous Papuans. Affirmative action in the short term of course must be taken in order to implement Law No. 2 of 2021 concerning Special Autonomy for Papua in collaboration between stakeholders, in this case the central government, provincial governments, regional governments, Community Social Institutions, police, military, university institutions in providing resources for the Papuan people. In addition, to support success in the passage of Law Number 2 of 2021 concerning Special Autonomy for Papua, consistency is required in carrying out policies that do not change but are consistent with the main goal of the welfare of the Papuan people. The reason is that the second amendment to Law Number 2 of 2021 concerning Special Autonomy for Papua will continuously only waste energy if it is only based on individual interests but will be successful if collaborative actions are taken in the desire for mutual success.

### 3.3 Stakeholder Collaboration

Every policy that comes from a legal product cannot actually stand alone. There must be a strong system and a desire for togetherness in sustaining the success of a law (Mulyawan, 2012). Therefore, it is important for collaborative efforts between stakeholders to succeed in every policy taken. The prerequisites in the collaborative process are participation, equality of power and competence. The collaborative process at the orchid consortium is based on prerequisites in the collaborative process through content analysis and communication network approaches (Innes, & Booher, 2010).

A collaborative process between stakeholders in the implementation of Law Number 2 of 2021 concerning Special Autonomy for Papua, namely the central government, provincial or district and city governments, university academics, community social institutions, security forces namely the Indonesian National Army and the Indonesian National Police, institutions Papuan customs and Papuan indigenous peoples are an inseparable part.

Therefore, to fulfill the prerequisites for the success of Law Number 2 of 2021 concerning Special Autonomy for Papua in a collaborative process there must be the participation of these stakeholders whose goal is to create conditions where there is equality of power or there is no domination by certain parties, every actor in dialogue is not hindered by hierarchical boundaries, and there is mutual respect.

In this position, the central government must understand what the wishes of the Indigenous Papuans are to improve their welfare. The central government, which previously emphasized physical development, must focus more on the education and health aspects of Papuan Indigenous People by constructing school buildings and hospitals complete with human resources, namely teachers and health workers, doctors and nurses.

The regional government through the Provincial Government and Regency Government as well as the City Government should actually support the policies of the central government through the establishment of regional regulations following the issuance of Law Number 2 of 2021 concerning Special Autonomy for Papua. Of course, by involving competent actors, namely actors who have the competence to communicate, understand the substance, and have an orientation towards achieving goals for the common good.

In line with that, both the central government and local governments must of course carry out a collaborative process (Marshall, 1995) in

implementing Law Number 2 of 2021 concerning Special Autonomy for Papua. the ability to dialogue by involving the Indonesian National Army and the National Police of the Unitary State of the Republic of Indonesia to provide maximum care and protection to the indigenous Papuan people. Mainly about overcoming conflicts from elements that have the potential to damage an already good order. So with a policy that is open and acceptable to the local community, the Papuan People place their trust in the Indonesian National Army and the National Police of the Republic of Indonesia as protective institutions.

In addition, both academics, Community Social Institutions and the Media must actively monitor the implementation of policies based on Law Number 2 of 2021 concerning Special Autonomy for Papua by not ignoring the aspirations of the traditional leaders (ondoafi) and the Papuan People themselves. Of course, the collaboration process between stakeholders in the implementation of Law Number 2 of 2021 concerning Special Autonomy for Papua must be in conditions that meet the prerequisites for a collaborative process, with a high level of participation, high competence, and equality between stakeholders in Papua.

#### 4 CONCLUSIONS

The enactment of Law Number 2 of 2021 as an amendment to Law Number 21 of 2001 concerning Special Autonomy for Papua has the spirit of increasing the welfare of Indigenous Papuans. Conflict resolution within the framework of dialogue is an important foundation that is followed by increasing the Human Development Index in Papua through improving education and health quality as well as the life expectancy of Indigenous Papuans as the main foundation. Then the construction of road infrastructure, school buildings, hospital buildings and resource facilities for teachers and health workers becomes an important part of the welfare of the Papuan people through this second volume of the Special Autonomy Law.

Of course, in implementing Law No. 2 of 2021 regarding Papua's Special Autonomy, it cannot be done alone. There should be collaborative actions between stakeholders such as; Central Government, Regional Government, Indonesian National Army, Indonesian National Police, Community Social Institutions, Academics, Customary Heads (Ondoafi) and the Papuan Indigenous People themselves in the desire to advance Papua and improve the welfare of the Papuan people. This process of collaboration

between stakeholders in Papua is the main element of planning for the successful passage of the Special Autonomy Law with elements of participation, equality of power, and adequate competence from stakeholders for the progress of Papua.

Through this collaboration, the results to be achieved in the implementation of Law Number 2 of 2021 concerning Special Autonomy for Papua will have the same direction and objectives and can eliminate misunderstandings about the subject and object of the policy. If this is carried out, it is hoped that the collaboration between the relevant parties can run optimally and the spirit of the formation of Law Number 2 of 2021 concerning Special Autonomy for Papua can be achieved.

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