

Implementation Of Special Autonomy Policy In Papua Province

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Abstract – The phenomenon that is used as the object of research is the implementation of the special autonomy policy in Papua Province on increasing the Human Development Index (IPM) in Papua Province. The research objectives are (1) to analyze the implementation of the special autonomy policy in increasing HDI; (2) Analyze the obstacles to the implementation of the special autonomy policy in increasing the HDI; (3) Formulate a strategy for implementing special autonomy policies in increasing the HDI.

Utilizing a qualitative approach, this study gathered data from four informants identified via the snowball technique, with additional information obtained from literature and direct observation. The collected data was then analyzed descriptively, refined through observer triangulation.

This study explores the implementation of the special autonomy policy in Papua Province and its less than optimal impact on the Human Development Index (HDI). Key impediments include policy limitations in meeting stakeholders' interests, the types and extent of benefits conferred, change rate, decision-making, execution, and resource commitment. Further challenges arise from a weak anticipation of stakeholders' strengths, interests, strategies, institutional characteristics, compliance, and responsiveness. Given these constraints, current implementation has not effectively improved Papua's HDI as suggested by persistently low index scores.

Obstacles to the implementation of the special autonomy policy in Papua Province on increasing HDI include structural constraints, cultural constraints and conditional constraints.

The Special Autonomy ASOCA Strategy Model is a strategic approach derived from examining the special autonomy policy's impact on Papua Province's HDI

Keywords – Policy Implementation, Regional Autonomy, Human Development Index

I. INTRODUCTION

The Papua Provincial Government carries out Government Affairs according to the special autonomy policy regulated in Law Number 21 of 2001 concerning Special Autonomy for the Papua Province. The considerations behind the issuance of the law are as follows: (a) that the ideals and objectives of the Unitary State of the Republic of Indonesia are to build a just, prosperous and prosperous Indonesian society based on Pancasila and the 1945 Constitution; (b) that the Papuan people as creatures of God's creation and part of a civilized humanity, uphold human rights, religious values, democracy, law, and cultural values that live in the customary law community, and have the right to enjoy the fruits of development as a whole. reasonable; (c) that the government system of the Unitary State of the Republic of Indonesia according to the 1945 Constitution recognizes and respects regional government units that are special or special in nature as regulated in the law; (d) that national integration within the Unitary State of the Republic of Indonesia must be maintained by respecting the equality and diversity of social and cultural life of the Papuan people, through the establishment of a Special Autonomy region; (e) that the indigenous people of the Papua Province are a member of the Melanesian race which is part of the ethnic groups in Indonesia, which has its own diversity of culture, history, customs and language; (f) that the administration of government and the implementation of development in the Papua Province so far have not fully fulfilled the sense of justice, have not fully enabled the achievement of people's welfare,

have not fully supported the realization of law enforcement, and have not fully demonstrated respect for Human Rights in the Papua Province, particularly the people of Papua; (g) that the management and utilization of the natural resources of the Papua Province have not been used optimally to improve the standard of living of the indigenous people, so that this has resulted in gaps between the Papua Province and other regions, as well as being a violation of the basic rights of the indigenous Papuan people; (h) that in the context of reducing the disparity between the Papua Province and other Provinces, and increasing the standard of living of the people in the Papua Province, as well as providing opportunities for indigenous Papuans, it is necessary to have a special policy within the framework of the Unitary State of the Republic of Indonesia.

The enactment of Law Number 21 of 2001 concerning Papua's Special Autonomy is a monumental event for all Indonesian people, especially the Papuan people in a joint effort to enter a new Indonesia, which is peaceful, prosperous, just and dignified. It is believed that if the substance of the law is applied consistently and consistently, then we can witness the effective administration of government in Papua, the realization of accelerated development and improvement of people's welfare in Papua broadly, and further strengthen the integrity of the Unitary State of the Republic of Indonesia. (Source: Muhammad, 2012:1)

The fact shows that when Otsus Papua entered its 10th year (2001-2011), it turns out that we have not seen any significant multi-dimensional changes. Although it must be admitted that the implementation of the Papua Special Autonomy policy has encouraged an increase in government transfers every fiscal year, which reach trillions of rupiah and continue to increase from year to year. This increase was due to one of the sources of receiving funds within the framework of the Special Autonomy for Papua, which was sourced from 2%, equivalent to the national General Allocation Fund. This source of revenue continues to increase because the national DAU also increases every year in line with the increase in the State Revenue and Expenditure Budget (APBN). Apart from that, Papua is also entitled to other revenues, originating from oil and gas production sharing, with the balance between the Regions and the Center being 70%: 30%. This means that there is an additional 55% for oil and 40% for gas, when compared to revenues obtained by other regions based on Law No. 23 of 2014 concerning Regional Government. Papua is also entitled to funds specifically earmarked for infrastructure development, the amount of which is based on the Regional Government's proposal after being discussed with the Government and the DPR. (Source: Muhammad, 2012:1)

However, it must be realized that Papua's Special Autonomy is not synonymous with money, it is evident that even though trillions of rupiah have been disbursed to the Papua region, 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 4th 32 and West Papua Province is ranked 33 out of 33 provinces in Indonesia). Apart from that, we can still witness residents in the Papua region who died due to cases of hunger / malnutrition and a number of other indicators of underdevelopment. This condition in Papua has raised questions from various parties, "is the Papua Special Autonomy policy unable to function as a locomotive to release the Papuan people from the shackles of poverty and backwardness?" (Source: Muhammad, 2012:1)

Furthermore, ten years later, after more than nineteen years of the special autonomy policy being implemented in the Province of Papua, it is certainly interesting to say what the current condition of the Papuan people is. For example, regarding the Poverty Line (GK) in Papua Province. The following data from BPS Papua Province (2020) shows 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 point, 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 to 4.47 percent (4.53 percent in September 2019) while in rural areas it increased by 0.14 percentage points to 35.50 percent (35.36 percent in September 2019).
3. The role of food commodities in the poverty line is far greater than that of non-food commodities, both in urban and rural areas. In March 2020, the contribution of the Food Poverty Line to the Poverty Line in urban areas was 66.82 percent, while in rural areas it was 78.89 percent.
4. Food commodities that have a major influence on GK Papua Province in urban areas are rice, filter clove cigarettes, eggs, mackerel, and purebred chicken. Meanwhile, food commodities that have a major influence on GK in rural areas are sweet potatoes/sweet potatoes, rice, filter clove cigarettes, pork and broiler chicken meat.

5. In the period September 2019-March 2020, the Poverty Depth Index (P1) and Poverty Severity Index (P2) showed an increasing trend. This indicates that the average spending of the poor tends to move away from the poverty line and that the inequality among the poor has increased compared to the previous period.

In the World Bank report entitled "East Asia and Pacific Economic Update October 2019: Weathering Growing Risk" quoted by Bisnis on Friday (11/10/2019), the World Bank considers that inequality between regions remains a challenge even though the government has been quite successful in reducing the number poverty. The World Bank found that from March 2018 to March 2019 there were 6 provinces that experienced an increase in the poverty rate. The other 28 provinces have been able to reduce poverty. In particular, the eastern part of Indonesia is a region that is relatively slow in reducing poverty. The World Bank notes that the province with the lowest poverty rate is Jakarta with a poverty line of 3.5 percent. Papua is recorded as the area with the highest poverty rate, which is 27.5 percent. (economy.business.com/read/2019)

From the 2002 fiscal year to the 2020 fiscal year, the Province of Papua received an accumulated Special Autonomy Fund allocation of IDR 33.33 trillion. Ideally, with such an accumulated allocation of the Special Autonomy Fund, the number of poor people in Papua Province should have decreased.

II. RESEARCH QUESTION

The central question this research addresses is: How is the special autonomy policy implemented to increase the Human Development Index (HDI) in Papua Province? To provide comprehensive insight, this study is guided by three key objectives: 1) To examine the specific mechanisms of how the special autonomy policy contributes to the increase in the HDI in Papua Province; 2) To identify and analyze the obstacles hindering the effective implementation of the special autonomy policy in augmenting the HDI in Papua Province; and 3) To develop a strategic plan for the successful implementation of the special autonomy policy aimed at elevating the HDI in Papua Province..

III. RESEARCH METHODOLOGY

This research uses a qualitative research approach. Research informants as many as 4 people determined by the snow ball technique. Secondary data collection using literature study; primary data collection using interview and observation techniques. Data analysis used descriptive analysis which was developed by triangulation analysis of observers.

IV. RESULTS AND DISCUSSION

To answer the three research questions, a discussion of the research results is carried out as follows:

1. Implementation of the Special Autonomy Policy in Papua Province in Improving the Human Development Index

During the nearly two decades of implementation of the special autonomy for Papua from the period 2002 to 2020 there has been a significant decline in the poverty rate, although there has been a temporary increase in groups of people who are vulnerable to poverty. In 2002, the number of poor people in Papua Province still reached 41 percent of the total population or reached a figure of 984.00 people, this figure was still two times greater than the percentage of poor people in Indonesia that year which was only 16.58 percent. In 2019, the percentage of poor people in Papua Province has decreased significantly to 27.53 percent. However, this figure is not good enough and is still very high when compared to the proportion of the national poverty rate which only reaches 9.22 percent of the total population.

The high level of poverty in Papua Province deserves attention, considering that the Special Autonomy Fund and the Additional Infrastructure Fund (DTI) disbursed to develop this area are also quite large. If the percentage of poor people and the amount of Special Autonomy and DTI funds during the 2002-2019 period are correlated, the correlation coefficient value reaches -0.896. This finding is quite interesting and has implications for two things: First, it could be that the amount of Special Autonomy and DTI funds that have been disbursed is insufficient, or the management of these funds is still not good so that the poverty reduction output is not optimal. In fact, in response to the disbursement of Special Autonomy funds, the Provincial Government of Papua is not standing still. One of the initiatives in the context of alleviating poverty in Papua Province is the Village Development Strategic Plan (RESPEK) which was introduced by Governor Barnabas Suebu in 2007 (Resosudarmo et al. 2014). This program began with a World Bank pilot project (Bertrand, 2014). This policy aims to develop the local economy with Rp 100 million to each village in Papua and West Papua Provinces. The funds are intended to improve nutrition, basic education, basic health services, infrastructure and community livelihoods (Resosudarmo et al., 2014). However, these funds constitute only

a small part of the Special Autonomy fund and there is little evidence of the impact of this distribution (Bertrand, 2014). To increase the effectiveness of this program, in 2008 Respect was merged with the National Community Empowerment Program (PNPM). In 2013, the name was changed to the Village Economic and Institutional Development Strategic Program (PROSPEK), which places greater emphasis on developing village institutions.

In 2020, the Human Development Index (IPM) for Papua Province reached 60.44. The achievements of human development at the district/city level in Papua Province in 2020 are quite varied. Nduga Regency is the district with the lowest HDI in Papua Province. Meanwhile, Jayapura City has the highest HDI in Papua Province. With such HDI achievements, the implementation of the Papua Special Autonomy policy has not been followed by repositioning, reorientation, restructuring, re-functionalization and revitalization of the Government in Papua. It is this condition that causes the Papua Special Autonomy policy to experience obstacles/stagnation in its implementation stages. As a result, there has been a skewed assessment of the Papua Special Autonomy policy. There are even elements of society who are intensively making efforts to restore Papua's Special Autonomy because they are deemed to have "failed" to become a locomotive for change. (Mohammad Abud Musa'ad, 2012: 167). It must be admitted that along with the increasing escalation of socio-political dynamics in Papua today, it turns out that it is not able to be accommodated by existing statutory provisions, in particular the Papua Special Autonomy Law. As a consequence of this condition, in administering government and implementing development, there tends to be violations of various applicable laws and regulations. If this is not anticipated, it is feared that what will apply is the principle of "power" (organization of government based on the will of the authorities) not the principle of "law" (organization of government based on applicable rules). (Mohammad Abud Musa'ad, 2012: 168)

Even though the implementation of the Papua Special Autonomy policy has experienced distortions in several dimensions, which has resulted in the policy being considered incapable of being an alternative in solving various problems in Papua, the discourse on returning Otsus which has recently been voiced by several parties, including the MRP, is also not a viable solution. best. "Otsus", as the embodiment of asymmetric decentralization (asymmetric decentralization) or "ordinary Otda" as the embodiment of symmetric decentralization (symmetric decentralization) is essentially a strategic choice in governance (government management), for every country that adheres to decentralization. Rejection of Otsus means choosing an ordinary Otda. Even the rejection of decentralization means the choice of centralization, because political facts show that until now the Papua region is an integral part of the Unitary State of the Republic of Indonesia. (Mohammad Abud Musa'ad, 2012: 169)

Based on these considerations, carrying out "reconstruction" of the Papua Special Autonomy Law is considered the best alternative at this time, and is a solution in order to organize governance and development in Papua in a more aspirational, accommodative manner. effective, efficient, just and democratic within the framework of the Unitary State of the Republic of Indonesia. In addition, the "reconstruction" of the Papua Special Autonomy Law is also seen as an activity with relatively small risks and burdens. (Mohammad Abud Musa'ad, 2012: 170)

The "reconstruction" of the Papua Special Autonomy Law must be laid down in 5 (five) basic foundations, as prerequisites, namely: (1) "reconstruction" of the Papua Special Autonomy Law must be based on a spirit of mutual trust between the Center and the regions (Jakarta & Papua); (2) "reconstruction" of the Papua Special Autonomy Law must be based on a commitment to provide reinforcement of pre-existing content material; (3) "reconstruction" of the Papua Special Autonomy Law, must ensure the effectiveness of its implementation in a strong and comprehensive legal system ; (4) "reconstruction" of the Papua Special Autonomy Law must be placed within the framework of actualizing good governance; (5) "reconstruction" of the Papua Special Autonomy Law must take seriously the aspirations of the Regions, and is a joint program between the Center and the Regions. (Mohammad Abud Musa'ad, 2012: 170)

2. Abstacles in the Implementation of the Special Autonomy Policy in Papua Province in Increasing the Human Development Index.

Obstacles to the implementation of the special autonomy policy in increasing the Human Development Index in Papua Province include structural constraints, cultural constraints and conditional constraints. Each obstacle has its own complexity.

Structural constraints are obstacles that arise from the behavior of political elite power as well as work culture, leadership and the mental attitude of the bureaucratic apparatus which tends to be KKN. This structural obstacle occurs because of the weak commitment and integrity of political elites and bureaucratic officials. Conditions that occur and become obstacles to

achieving HDI are weak coordination, transparency and accountability for performance management of resources for the implementation of programs and activities related to the basic needs of the community and increasing HDI.

Cultural obstacles are obstacles that arise from limited human resources, social resources and local wisdom which are closely embedded in the daily lives of indigenous Papuans in the interior.

Conditional constraints are constraints that arise from conditions of ignorance and poverty caused by geographical remoteness, sociological backwardness and limited individualistic resources among indigenous Papuans. The conditions that occur and become obstacles to achieving the HDI are the very limited provision of regional infrastructure, health infrastructure and education infrastructure as well as the high prices of basic commodities.

With such constraints, the Social Indicators in Papua Province are indicated as follows:

Education: In 2020, the percentage of the population aged 7-24 years in Papua Province who are still in school is 61.68 percent. Meanwhile, the remaining 13.80 percent and 24.52 percent are residents who have never/never attended school and are not attending school anymore. During the same period, the Net Enrollment Rate (APM) in Papua Province for the Elementary School (SD)/Madrasah Ibtidiah (MI)/equivalent level was 79.27 percent. This percentage decreased at each level of education so that the lowest APM was at the level of Senior High School (SMA)/Vocational High School (SMK)/Madrasah Aliyah (MA)/equivalent at 44.73 percent. The same pattern also occurred for the gross enrollment rate (APK) where the GER for SD/MI/equivalent was 91.27 percent and decreased to GER for SMA/SMK/MA/equivalent by 76.55 percent.

Health: In 2018, Health Facilities in Papua Province were dominated by Community Health Centers with 1,568 units. Meanwhile, the number of hospitals in Papua Province is 41 units. The Papua Provincial Health Office also noted that the highest number of hospitals was found in Jayapura City, with seven units. In addition, during the same time period, health workers in Papua Province in 2020 were dominated by 5,512 nursing staff. In 2020, as many as 68.49 percent of ever-married women aged 15-49 who gave birth to live births were assisted in the birth process by health personnel. Based on data from the Papua Provincial Health Office, the number of pregnant women in Papua Province in 2016 was 78,157 people. This number has increased compared to previous years. Regarding visits by pregnant women to health workers, as many as 65.66 percent of pregnant women made K1 visits but this percentage decreased in K4 visits to 38.06 percent. As many as 7.34 percent of pregnant women were declared Chronic Energy Deficiency (KEK) and 26.88 percent received iron intake. The number of couples of childbearing age (PUS) in Papua Province in 2020 is 176,496 couples. Furthermore, the number of active Family Planning (KB) participants was 159,727 people where most of the KB participants used injection devices, namely 90,342 people. On the other hand, the Male Operation Method (MOP) is the least used family planning method by 417 participants.

Housing and Environment: In 2020, 14.60 percent of households in Papua Province will occupy buildings with a floor area of 19 m² or less. In contrast, only 6.64 percent of households occupy buildings with a floor area of more than 100 m². If reviewed based on drinking water sources, in the same year, as many as 27.57 percent of households in Papua Province were still using bottled water. Furthermore, the National Socioeconomic Survey in 2020 recorded that 43.14 percent of households had used PLN electricity. On the other hand, there are still 27.17 percent of households that do not use electricity at home.

Crime: The Papua Regional Police in 2019 recorded 3,735 crimes in Papua Province. This number has decreased compared to the last three years. Furthermore, 2019 was the year with the highest number of settlements, namely 50.41 percent in the last three years.

Religion and Other Social Affairs: In 2019, the Indonesian Ministry of Religion recorded that there were 1,377 pilgrims departing from Papua Province. This number has increased compared to 2018 and 2017, where the increase reached up to 30.27 percent compared to 2018. The Indonesian Ministry of Religion also noted that in 2019 there were 4,463 marriages. However, in the same year, the Supreme Court noted that there were 1,326 divorces and divorces in Papua Province. Meanwhile, the population structure according to religion in Papua Province shows that the majority of the Papuan population adheres to Protestant Christianity. This has an effect on the number of Protestant churches that can be found in Papua Province, namely 6,223 buildings.

Poverty and Human Development: In September 2020, the poverty line (GK) for urban areas in Papua Province is Rp. 622,346/capita/month, which means that if an individual who lives in an urban area has a month's income of under Rp. 662,346 are categorized as poor. Meanwhile, GK in rural areas in Papua province is Rp. 562,412/capita/month. The percentage of poor

people in Papua Province in September 2020 has increased compared to March 2020 of 0.16 percent. When compared to the conditions of the last five years, namely in March 2016, the percentage of poor people in Papua Province has decreased significantly, namely by 1.74 percent.

Data shows that among 34 provinces in Indonesia, Papua province is in the lowest position in terms of the distribution of the percentage of poor people. In 2018 the number of poor people in Papua Province reached 26.64 percent, in 2019 it reached 26.80 percent. Meanwhile, Bali occupied the top position with 3.78 percent in 2018 and 4.45 percent in 2019.

2. The model composed of a discussion of the Implementation of the Special Autonomy Policy in Papua Province in Improving the Human Development Index

The model that can be compiled from the discussion of research results is the **ASOCA Strategy Model for Special Autonomy**, with the definition: The ASOCA Strategy Model for Special Autonomy is the design strategy, management and direction for the implementation of decentralization and special autonomy policies in the administration of regional governments designated as Special Autonomous Regions and/or Regions Special consisting of structural strategy, cultural strategy and conditional strategy. With such a definition, the strategy model includes (1) Strategy for optimizing the implementation of structural functions using the ASOCA approach; (2) Strategy for optimizing the implementation of cultural functions with the ASOCA approach; and (3) strategy for optimizing the implementation of conditional functions using the ASOCA approach.

The strategy for optimizing the implementation of structural functions using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralization and special autonomy policy resources to carry out government functions effectively; (2) by utilizing all opportunities to progress and prosper; (3) by increasing Culture and Agility to optimize the commitment of political elites, political communication, behavior of political elites, and policies of political elites as well as increasing the ethics of government bureaucracy officials in carrying out all government affairs. The strategy for optimizing the implementation of cultural functions using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralization and special autonomy policy resources to develop an increasingly educated indigenous/local community lifestyle, progressive local wisdom and social change that is increasingly in harmony with changes global environment; (2) by utilizing all opportunities to progress and prosper; (3) by increasing Culture and Agility to optimize the role of indigenous/local communities, traditional/local community leaders and indigenous/local non-governmental organizations in realizing governance and society that is increasingly democratic, modern and upholds human rights. The strategy for optimizing the handling of conditional problems using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralized policy resources and natural resources to overcome geographical remoteness, sociological backwardness and limited individualist resources; (2) by utilizing all opportunities to improve and expand the development of environmental infrastructure; (3) by increasing Culture and Agility to increase the potential and participation of indigenous/local communities in realizing more just and prosperous social changes. The three strategies can be narrated as follows:

First, the implementation of structural policies and strategies. This strategy focuses on the commitment of the political elite, political communication, leadership behavior of the political elite, and political elite policies in addressing the socio-political dynamics, socio-economic dynamics and socio-cultural dynamics that have become the characteristics and characteristics of the indigenous Papuan people. And never be afraid of shouting "Free Papua!"; but on the contrary dare to say "NKRI is priceless!" In this context, on the one hand, Jakarta should not only look at the facts of the problem and the impact of the problem; but you should also look at the meta problems and the philosophy of structural problems, so that you can find appropriate and accurate problem solutions for every structural problem in the Land of Papua. On the other hand, every political official and administrative official at all levels of regional government, should be able to actualize the principles, norms and ethics of government as stipulated in laws and regulations.

Second, the implementation of cultural policies and strategies. This strategy focuses on the work culture, leadership and mentality of the bureaucratic apparatus in all sectors and levels of the local government bureaucracy. In this context, on the one hand, Jakarta must adjust the elaboration of various regulations, especially regulations that guide the management of state finances, with the developments, needs and problems of government administration and management in the Land of Papua. This is closely correlated with the objective conditions of work culture, leadership and mentality of the bureaucratic apparatus in all sectors and levels of the regional government bureaucracy. On the other hand, every element of the leadership of the bureaucracy and government administration officials in the Land of Papua, should be able to streamline the implementation of laws and

regulations governing the State Civil Apparatus. This means that in the framework of implementing the ideals of the nation and realizing the goals of the state as stated in the preamble to the 1945 Constitution of the Republic of Indonesia, it is necessary to develop a state civil apparatus that has integrity, is professional, neutral and free from political intervention, free from corrupt practices, collusion, and nepotism, as well as being able to provide public services for the community and being able to play a role as an adhesive element for the unity and integrity of the nation based on Pancasila and the 1945 Constitution of the Republic of Indonesia. For this reason, the management of the state civil apparatus must be based on a comparative analysis between the competencies and qualifications required by the position with the competencies and qualifications possessed by the candidate in the recruitment, appointment, placement and promotion of positions in line with good governance.

Third, implementation of conditional policies and strategies. This strategy focuses on the objective conditions of geographical isolation, sociological underdevelopment, and limited individual resources, social resources and economic resources for the majority of indigenous Papuans. The geographical remoteness factor refers to the natural conditions of the Land of Papua and the environmental model of some indigenous Papuan people in the interior of the Land of Papua. The sociological underdevelopment factor refers to local wisdom, traditions and socio-cultural behavior of indigenous peoples in the interior of Papua. The factor of limited individual resources, social resources and economic resources refers to the low achievement of the Human Development Index for the majority of indigenous Papuans. Apart from that, the existence of separatist movements is a conditional fact which influences HDI achievements for most indigenous Papuans in the interior. In this context, on the one hand, Jakarta should not only rely on increasing the allocation of the special autonomy funds, and use the special autonomy funds to "persuade and pamper the Papuan people". By adjusting various central policies to facilitate the implementation of the special autonomy policy in the Land of Papua, it is best if the management of all resources is more focused on the implementation of policies, programs and activities to achieve HDI for indigenous peoples groups in the interior of Papua. Therefore, the implementation of the special autonomy policy in Papua Province should not only be seen from a political perspective. The humanitarian perspective and the perspective of the welfare of the indigenous Papuan people should be the focus of the Comprehensive Multidisciplinary Outlie (CMO) approach to the dynamics of development, needs and problems of the indigenous Papuan people. On the other hand, all indigenous Papuans, especially the government in the Land of Papua, should firmly agree, not be half-hearted, and be motivated to collectively create an advanced, modern and prosperous Papuan society within the framework of the Unitary State of the Republic of Indonesia.

V. CONCLUSION

The conclusions drawn from discussing the implementation of the special autonomy policy in Papua Province in increasing the Human Development Index are as follows:

First, the implementation of the special autonomy policy in increasing the Human Development Index in Papua Province is not optimal, because theoretically, it shows the limitations of policy implementation in fulfilling the interests of the affected parties; types of benefits received; expected rate of change; decision-making position; program executor; and resource commitment; as well as weaknesses in anticipating the strengths of the actors involved; the interests of the actors involved; the strategy of the actors involved; regime and institutional characteristics; obedience; and responsiveness. Practically speaking, the implementation of the special autonomy policy in increasing the Human Development Index in Papua Province has not been optimal, because the data shows that the Human Development Index (IPM) for Papua is still low. Practically speaking, the implementation of the special autonomy policy in increasing the Human Development Index in Papua Province has not been optimal, because the data shows that the Human Development Index (IPM) for Papua is still low. The low achievement of HDI in Papua Province is caused by the not optimal achievement of health, education, community income, provision of environmental infrastructure. Of the four HDI indicators, the Education Index is a problem that needs to be prioritized for handling.

Second, the obstacles to implementing the special autonomy policy in increasing the Human Development Index in Papua Province include structural constraints, cultural constraints and conditional constraints. Structural constraints are obstacles that arise from the behavior of political elite power as well as work culture, leadership and the mental attitude of the bureaucratic apparatus which tends to be KKN. Cultural obstacles are obstacles that arise from limited human resources, social resources and local wisdom which are closely embedded in the daily life of indigenous Papuans in the interior. Conditional constraints are obstacles that arise from conditions of poverty caused by geographical remoteness, sociological underdevelopment and limitations individualist resources.

Third, the strategy for implementing the special autonomy policy in increasing the Human Development Index in Papua Province which can be compiled from the discussion of the research results is the Special Autonomy ASOCA Strategy Model. The strategy model in question includes (1) Strategy for optimizing the implementation of structural functions with the ASOCA approach: Ability (Ability), Strength (strength), Opportunities (opportunity), Culture (culture), and Agility (intelligence). (2) Strategy for optimizing the implementation of cultural functions with the ASOCA approach. (3) Strategy for optimizing the implementation of conditional functions with the ASOCA approach.

The strategy for optimizing the implementation of structural functions using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralization and special autonomy policy resources to carry out government functions effectively; (2) by utilizing all opportunities to progress and prosper; (3) by increasing Culture and Agility to optimize the commitment of political elites, political communication, behavior of political elites, and policies of political elites as well as increasing the ethics of government bureaucracy officials in carrying out all government affairs.

The strategy for optimizing the implementation of cultural functions using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralization and special autonomy policy resources to develop an increasingly educated indigenous/local community lifestyle, progressive local wisdom and social change that is increasingly in harmony with changes global environment; (2) by utilizing all opportunities to progress and prosper; (3) by increasing Culture and Agility to optimize the role of indigenous/local communities, traditional/local community leaders and indigenous/local non-governmental organizations in realizing governance and society that is increasingly democratic, modern and upholds human rights.

The strategy for optimizing the handling of conditional problems using the ASOCA approach focuses on (1) efforts to increase the Ability and Strength of all decentralized policy resources and natural resources to overcome geographical remoteness, sociological backwardness and limited individualist resources; (2) by utilizing all opportunities to improve and expand the development of environmental infrastructure; (3) by increasing Culture and Agility to increase the potential and participation of indigenous/local communities in realizing more just and prosperous social change.

With this conclusion, the following practical and theoretical suggestions are presented:

Practical Advice: It is suggested to the Provincial Government of Papua to be willing to overcome structural constraints, cultural constraints and conditional constraints. Structural constraints are obstacles that arise from the behavior of political elite power as well as work culture, leadership and the mental attitude of the bureaucratic apparatus which tends to be KKN. Cultural obstacles are obstacles that arise from limited human resources, social resources and local wisdom which are closely embedded in the daily life of indigenous Papuans in the interior. Conditional constraints are obstacles that arise from conditions of poverty caused by geographical remoteness, sociological underdevelopment and limitations individualist resources. Efforts to overcome these obstacles are carried out by applying the ASOCA Special Autonomy Strategy Model.

Theoretical Suggestion: It is suggested to the academic community, especially to Promovendus who are concentrated on almost the same research object, to be willing to develop the ASOCA Special Autonomy Strategy Model. The strategy model in question includes (1) Strategy for optimizing the implementation of structural functions using the ASOCA approach: Ability (Ability), Strength (strength), Opportunities (opportunity), Culture (culture), and Agility (intelligence). (2) Strategy for optimizing the implementation of cultural functions with the ASOCA approach. (3) Strategy for optimizing the implementation of conditional functions with the ASOCA approach.

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