

## Implementation of the Proud Papua Policy (Building Prosperous Papua's Generations and Families) in Asmat Regency, Papua Province

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### ABSTRACT

The purpose of this study was to determine the implementation of the BANGGA Papua policy in the Asmat district, Papua Province. The research method used is a descriptive qualitative approach, with the aim of presenting a complete picture of the problem under study. Data collection by interviews, observation, documentation studies and data analysis techniques through data reduction and drawing conclusions with a total of 42 informants. The results and discussion of the implementation of the BANGGA Papua policy (Building a Prosperous Papuan Generation and Family) in Asmat District, Papua Province, explain that the productivity of the BANGGA Papua policy, as seen from the number of achievements of the target group of beneficiary communities, has not been productive because the target beneficiaries have not been achieved due to the cessation of the BANGGA Papua program which has not been running for five years. Then from the linearity dimension seen from the procedure, time, cost, place and implementation it can be said that the implementation has been linear or in accordance with the procedure, cost, place and implementer, although in terms of the time aspect the implementation of the BANGGA Papua program has not been appropriate. The existence of delays and delays in several stages of the BANGGA Papua program implementation resulted in the achievement of program targets not being achieved. While the efficiency of the implementation of the BANGGA Papua policy, seen from assets, funds and technology, is in accordance with the design of the Governor of Papua Regulation Number 23 of 2018 concerning the Program to Build a Prosperous Papuan Generation and Family.

**Keywords:** BANGGA Papua, Papua Golden Generation, Policy Implementation

### INTRODUCTION

One of the problems faced by Indonesia is poverty. Poverty is a reflection of the country's development, whether this development can be enjoyed by the whole community or only a few people (Linjtewas et al., 2016). In terms of the poverty profile or forms of community poverty problems, according to Gani & Simanjuntak (2019) poverty is not only related to welfare issues; but poverty also involves issues of vulnerability, powerlessness, closed access to markets, and poverty is reflected in a culture of poverty that is inherited from one generation to the next (Astuti, 2014).

Welfare issues in Indonesian regions, welfare issues in the Papua region still attract attention, even since the early days of Indonesian independence. The first president of the Republic of Indonesia, Ir. Soekarno paid great attention to Papua. Concern for Papua is not without reason, because Tanah Papua has the largest forest cover, respectively 8.7 million hectares in the province of West Papua and 33.7 million hectares in the province of Papua. From this natural wealth, so far several regions have utilized it for eco-friendly economic activities. The Land of Papua also has superior crop commodities such as coffee, cocoa, seaweed, nutmeg, sago and many more which have high export value. According to data from the Central Statistics Agency (BPS), non-oil and gas exports from Cendrawasih were recorded at USD 407 million. Not only that, forests also have other potentials such as the diversity of plants that can be used as medicinal plants. In the Land of Papua there are more than 25 to 30 thousand types of potential medicinal plants that can be used for pharmaceutical needs (Ismail, 2015). However, the magnitude of natural wealth in Papua is not proportional to the welfare of its people. Among the potential natural wealth contained in the land of Papua, it is also not proportional to the level of welfare of the people, and it is ironic that among the large natural wealth, so far the population is still very much not prosperous.

It is known that the percentage of poor people in Papua Province in 2017-2021 averages 27% of the total population of Papua Province. Compared to urban areas, most of the poor are concentrated in rural areas. This illustrates that there is a gap between natural wealth owned while the number of poor people is still large (Hubeis, 2019).

Asmat Regency, which is a new division area. Previously, Asmat Regency was part of Merauke Regency. However, since 2002 Asmat Regency has been established as an administrative area separate from Merauke based on Law Number 26 of 2002 concerning the Formation of Sarmi Regency, Keerom Regency, South Sorong Regency, Raja Ampat Regency, Gunung Bintang Regency, Yahukimo Regency, Tolikara Regency, Waropen Regency, Kaimana Regency, Boven Digoel Regency, Mappi Regency, Asmat Regency, Teluk Bintuni Regency, and Teluk Wondama Regency in Papua Province. Currently, Asmat Regency has 23 districts with an area of 31,983.69 square kilometers. The population, which is dominated by the Asmat tribe, reached 97,490 people in 2019. The Asmat are known as one of the original and largest tribes in the southern part of the Land of Papua. Human development in Papua Province in 2019 is included in the medium category (medium human development) with a score of 64.70 which has increased compared to the previous year. The HDI in Asmat Regency is still at 50.37, even below the Papuan average of 60.4. Likewise, the life expectancy rate for Asmat Regency is still low, namely 57.53 years. Referring to the Regional Statistics of Asmat Regency, the average real expenditure of the Asmat people is IDR 6.06 million per year.

### METHOD

This study uses a qualitative-descriptive method. In this study the authors use a concept that is expected to help researchers to explain the phenomenon of policy implementation related to the Implementation of the BANGGA Papua Policy (building a prosperous Papuan generation and family) in Asmat District, Papua Province and what are the determinant factors that influence it. The grand theory used is the concept of Policy Implementation put forward by Hamdi, there are five factors that influence policy implementation. The factors are resources, target group participation, policy substance, implementing behavior and performance network interactions.

In this study, the grand theory used is the concept of Policy Implementation put forward by Hamdi, there are five factors that influence policy implementation. The factors are resources, target group participation, policy substance, implementing behavior and performance network interactions. Then in assessing the success of implementation there are three important dimensions, namely productivity, linearity and efficiency. The type of data used is qualitative data to determine the implementation of the BANGGA Papua Program policies. Related to the explanation of data collection techniques, it is associated that as a qualitative researcher it is necessary to have an understanding of common sense (commonsense understanding) in which the researcher must be able to see and distinguish what is true and real from what is wrong or inconherent based on the perspective and logic of the researcher, perhaps according to subject to this world, you must be able to know, accept and present their view as it should be. In this study there were three data collection techniques used, which these techniques complement, namely interviews, observation, and documentation.

### RESULT AND DISCUSSION

Based on the recapitulation table of the analysis findings below, it can be described several factors which according to researchers are crucial factors that are quite dominant compared to other factors that support or hinder the implementation of the BANGGA Papua program policies, namely:

#### 1. Substance Policy

Based on the perspective of the dimension of policy substance, it is described that the contents of the policy are seen as quite clear, specific and in line with other policies or regulations. The existence of regulations that are in line with the policies of the BANGGA Papua program and the existence of operational technical guidelines are supporting factors for the implementation of BANGGA Papua. However, there is no guarantee of program continuity, there are no sanctions rules for misuse of BANGGA Papua assistance, and community culture can hinder the implementation of BANGGA Papua.

#### 2. Executing Task Behavior

Based on the perspective of the behavior of executors, it can be said that the behavior of executors is good enough in implementing the BANGGA Papua program. The involvement of facilitators outside the government, the existence of tiered supervision and the existence of technology that can increase accountability and transparency can support the implementation of BANGGA Papua. However, the low awareness and commitment of implementers, the availability of implementing human resources, limited facilities and infrastructure, as well as geographical conditions that make accessibility and outreach difficult are factors that can hinder the implementation of BANGGA Papua.

### 3. Work Network Interaction

Based on the perspective of work network interaction, it can be said that work networks interact quite well. The existence of an institution through the Joint BANGGA Papua secretariat which is legitimized by regulations, the commitment of regional leaders and a common understanding of responsibilities and demands for work targets are supporting factors for policy implementation. However, the presence of parties who do not support the program, limited communication infrastructure and lack of intensive coordination are factors hindering the implementation of the BANGGA Papua program.

### 4. Target Group Participation

Based on the perspective of the target group's participation, it can be said that the target group has sufficiently participated in the implementation of the BANGGA Papua program. Support from facilitators outside the government, community interest, support and involvement of community leaders are factors supporting the implementation of BANGGA Papua. However, limited communication infrastructure, community culture, low level of education and understanding of the community, as well as geographical conditions that complicate reach and accessibility are factors hindering the implementation of BANGGA Papua.

### 5. Resources

Based on the perspective of resources, it can be said that the availability of resources for the implementation of the BANGGA Papua program is still not optimal. The existence of media and socialization and education activities, equipment assistance from facilitators and parties outside the government, as well as applications are supporting factors. However, the obstacle from the resource dimension is quite large. The existing budget, human resources, technology, communication infrastructure and equipment are still limited and do not meet ideal needs.

So that from the start it was possible to make a decision as to what had to be done in order to implement the BANGGA Papua policy in Asmat Regency, Papua Province, so that it would run successfully without major obstacles and obstacles. For this reason, a program implementation model related to the provision of social assistance needs to provide parameters as well as conceptual and procedural references in order to achieve the goals of a more effective and efficient policy. The model is compiled based on the theoretical framework that already exists in the policy implementation model proposed by Fatmawati (2021), which is combined with the findings to obtain any dimensional constructs that are appropriate to apply, or become conceptual in order to idealize and make policy implementation as effective as possible.

Following are the results of the elaboration and reconstruction of the model into dimensional concepts designed by the researcher, as presented in the following figure:

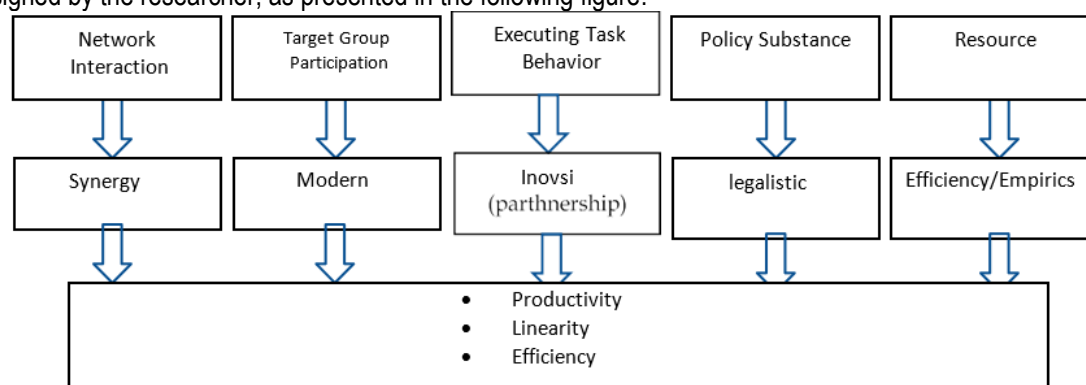


Figure 4. BANGGA Papua Policy Implementation Model Design

Based on the explanation above, the researcher proposes a model for the implementation of the BANGGA Papua policy in Asmat Regency, with the name "LISME", as presented in the following figure.

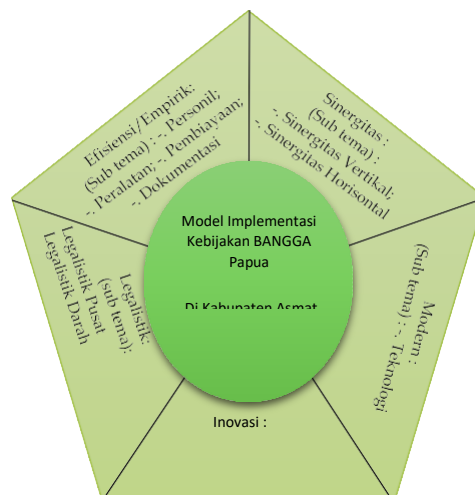


Figure 5. BANGGA Papua Policy Implementation Model in Asmat District, Papua Province, (SMILE Policy)

The explanation and description of the dimensions of the model are as follows:

1. Sinergy,

Synergy is simply interpreted as integration. Therefore, an ideal policy implementation cannot be carried out solely by relying on one organization or one party alone, it will achieve more effectiveness if it is carried out jointly. Synergy in this concept can lead to contextual collaboration. This means that all elements of society, including the government, private sector, non-governmental organizations and civil society, are jointly working to achieve the goals of public policy. This dimension is elaborated on from the findings of the analysis that basically the BANGGA Papua program has been implemented quite well by the Asmat District Government, but productivity gains have been low. The existence of an institution through the Joint BANGGA Papua secretariat which is legitimized by regulations, the commitment of regional leaders and a common understanding of responsibilities and demands for work targets are supporting factors for policy implementation. However, the presence of parties who do not support the program, limited communication infrastructure and lack of intensive coordination are factors hindering the implementation of the BANGGA Papua program.

For this reason, the dimension of synergy basically offers an understanding that, in order for implementation to be effective, synergy is needed in the context of collaboration ideally able to utilize the Joint institutions as in the BANGGA Papua Secretariat, which is legitimized by regulations, supported by regional leadership as a catalyst so that they can build good coordination . The impact of this is that the problem of limited infrastructure and the presence of parties who do not support the program will be easier to overcome synergistically, together, or in a collaborative context, collaboratively (Roebyanto & Unayah, 2014). This dimension of synergy includes cross-sectoral collaboration both vertically between provinces and districts, as well as horizontally both between regional government organs, for example between district/city secretaries, as well as between regional governments and other elements of society, namely the private sector, NGOs and civil society (Roziqi & Rosyidin, 2020).

2. Modern

Modern is interpreted by researchers as a new attitude and way of thinking, which is adapted to the time dimension, that is according to the era. So traditional ways of implementing programs that are too bureaucratic, slow and have the potential for fraud, must be updated with products or systems that are produced from a modern attitude and behavior paradigm (Sirajuddin, 2016). Because today is the era of globalization and the era of technology, inevitably all aspects of life, including governance in the implementation of a policy program, take advantage of technological advances as much as possible. So with the presence of SIM BANGGA Papua online, it is already a manifestation of modern concepts in government management.

This dimension is elaborated from research findings, namely the BANGGA program implemented by the Asmat Regency Government is basically quite good, but its productivity is still low. Support from facilitators outside the government, community interest, support and involvement of community leaders are factors supporting the implementation of BANGGA Papua. However, limited communication infrastructure, community culture, low level of education and understanding of the community, as well as geographical conditions that make outreach and accessibility difficult are factors hindering the implementation of BANGGA Papua.

For this reason, the modern dimension requires the involvement or participation of executors and elements of society to be accommodated in a modern system, but modernity through integration does not ignore the culture and culture that live in the target group society. Traditional society must be treated for its local wisdom, but it must be bridged and facilitated by modern systems and tools (Taum, 2015; Tebay, 2016). This is due to the emergence of hopes that the integration of technology can overcome the barriers of space and time, the difficulty of accessibility and reach, and is able to empower the solidarity of civil society involvement, namely indigenous peoples as the program's target group, the spearhead of which relies on community leaders. Technology as part of modernity must be empowered to overcome obstacles, while modernizing the perspective of society that is not good as a negative implication of culture and paradigms of thinking that are traditional but not good.

### 3. Partnership

Innovation is simply interpreted as renewal. So in relation to the implementation of public policy, in this case it provides a stimulant of thought that when executors do not have good performance in implementing a program, institutional reforms should be carried out structurally, organizationally, and functionally (Unit, 2014). This dimension is based on an elaboration of analytical findings where the BANGGA Papua program is basically implemented well by the local government but its productivity is low. Then, the involvement of facilitators outside the government, the existence of tiered supervision and the existence of technology that can increase accountability and transparency can support the implementation of BANGGA Papua. However, the low awareness and commitment of implementers, the availability of implementing human resources, limited facilities and infrastructure, as well as geographical conditions that make accessibility and outreach difficult are factors that can hinder the implementation of BANGGA Papua. For this reason, innovation in implementers is needed so as to bring up the concept of partnership in the implementation of the BANGGA program.

Implementing innovation is not only focused on behavior or norms that demand commitment and awareness, more than that innovation is also on the implementation of a program, in a broad sense innovation accommodates ways, methods and procedures that are able to utilize partnerships in achieving the common goals of implementation of a public policy.

### 4. Legalistic

Legalistic comes from the word "legal" which in Indonesian can mean legal, or legal. This legalistic meaning, in the context of public policy, according to researchers is a construction of the concept of thinking that in the stages of policy implementation, the need for legal justification for a decision that is institutionalized and has a goal for the public interest (Yaluwo, 2021). Likewise, in a simple legalistic way it can be interpreted as legal according to the rules or according to the law.

The legalistic dimension basically shows an understanding that the importance of a legal standing or legal basis, its form is regulation in its various hierarchies. Even though policies are at the regional level, because Indonesia is a unitary state with a connected government system from the lowest regional level to the center, the legal standing or regulations must be equally strong, or regulations above strengthen regulations at lower levels. For this reason, this concept practically wants to provide input to the center and the regions, where it is hoped that for regions such as Papua, policies such as social protection programs that are implemented are to make more use of the District Government in particular, so that the realization and achievement of program objectives are better maintained, with a legal standing foundation or strong, clear and comprehensive regulation. With regard to the meaning of implementation as Pressman and Wildavsky argue that, "implementation as to carry out, accomplish, fulfill, produce, complete".

This dimension also departs from the elaboration of the findings that the BANGGA Papua program that has been implemented so far has been running quite well but has minimal productivity. The existence of regulations that are in line with the policies of the BANGGA Papua program and the existence of operational



technical guidelines are supporting factors for the implementation of BANGGA Papua. However, there is no guarantee of program sustainability, there are no sanctions rules for misuse of BANGGA Papua assistance, and community culture can hinder the implementation of BANGGA Papua. For this reason, the legalistic reliance, both at the central and regional levels, or written and unwritten policies, should not ignore the culture of the community, and the nature of the law, which often requires sanctions so that a provision is enforced. adhered to and properly implemented. Apart from that, what is more important is that legalism is able to guarantee the sustainability of a program, even though the implementation of a program is faced with force majeure constraints as well as problems outside of administration and technicalities..

5. Empirical/Efficiency

Efficiency or empirical conception departs from the simple understanding that utilization of existing resources must be a catalyst for the success of policy programs. This dimension is elaborated from research findings, namely the BANGGA Papua program implemented by the Asmat Regency Government has been quite good but low productivity. For this reason, efficiency in this dimension offers the idea that the aspects of personnel, financing and equipment as part of the efficiency dimension are ideally able to overcome the problem of limited human resources, budget, equipment and technology by utilizing the involvement of parties outside the government, such as the existence of facilitators from NGOs or non-governmental organizations, as well as civil society through community leaders, both traditional leaders, religious leaders, and youth leaders. This efficiency concept leads to the utilization of personnel, financing and equipment aspects to be directed at achieving maximum results, especially the problem of limited resources and infrastructure.

### CONCLUSION

Based on the discussion and analysis described previously, the conclusion was drawn from the results of the research that the BANGGA Papua Program was implemented quite well by the Asmat District Government. This is seen from the perspective of linearity where the program implemented is in accordance with the procedure, cost, and place, even though it is not in accordance with the time; and the programs implemented are quite efficient where the Asmat Regency Government is quite good at utilizing executors, assets, funds and technology. Meanwhile, the productivity of the number of policy targets achieved is still low. The most relevant and dominant supporting and inhibiting factors emerge in implementation. The BANGGA Papua policy implementation model or the SMILE policy implementation model which consists of synergistic, modern, innovative, legalistic, and efficiency dimensions is structured as a model that is considered ideal for implementation in Asmat Regency and in other regions. The SMILE Policy Implementation Model is also seen as theoretically and practically applicable to social assistance policies.

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