

# Policy Formulation Special Autonomy In Papua (Actor Interaction Study In Policy Formulation System Special Autonomy)

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**Abstract:** The process of policy formulation and establishment of special autonomy is done in the phenomenon of two forces: the formal actors "receive" and informal actors "reject" special autonomy. Forms of interactions and conditions that created contravention, disagreement and conflict. Informal actors not involved in the policy formulation process. Actor formal government position themselves as individuals, institutions and autonomous actors in the formulation of policy autonomy. Formal action actors perform rational choice on policy issues, supported by a network of actors who have resources in the interests of the actors exchange. Determination of the special autonomy is the result of the preference of rational actors who competed in a bureaucratic political system and establish special autonomy policy in the perspective of the interests of the integrity of the state. Actor interaction in the form of cooperation, compromise and competition between formal actor to actor informal occurred before the special autonomy policy formulation process begins. Furthermore, during the process of policy formulation special autonomy both in the Region as well as at the Centre, did not occur formal interaction between actors with informal actors. Therefore, the interaction that occurs is the interaction between formal actor to actor formal Regional Center.

**Index Term :** Public Policy, Public Policy Formulation and Interaction Actor

## I. INTRODUCTION

Policy formulation is a process of policy systems found in any country or political system, as Anderson (1979) that public policy making is a function of a process in the political system, because it is the product of any political system is policy. In the process of policy system only if therein ongoing reciprocal relationship between the actors policymakers (policy makers), public policies (public policy) and environmental policy (policy environment). This reciprocal relationship continues to be done in order to reduce potential conflicts that arise between the actors.

The process of policy making in the context of Papua which was given special autonomy policy is that all 32 provinces of Indonesia with the country having ethnic and linguistic diversity of more than 250 tribes and languages and is also inhabited by other tribes of Indonesia. Various policies in governance and development are centralized in the new order does not fully meet expectations and a sense of justice, has not been fully achieved prosperity for the people, not yet fully materialized law enforcement and has not yet shown respect for human rights in Papua. The conditions resulted in gaps in almost all sectors of life as in politics, government, education, health, economy, infrastructure, information and telecommunications, cultural, social, political, forestry, human rights violations, disregard the basic rights of indigenous people, and other fields.

Look at the dynamics and conditions are changing very fast Papua, then the Indonesian People's Consultative Assembly establishes the necessity of granting the status of special autonomy to the province of Irian Jaya through MPR Decree No. IV / MPR / 1998 on guidelines that "the policy of regional autonomy, which, among other stressed the importance of immediate realization of special autonomy for Papua by taking into account the aspirations of the people ". This is a positive first step in order to build confidence (trust) of the people of Papua to the government, as well as a strategic move to lay the solid foundation for the efforts that need to be done for the completion of the settlement of the problems in Papua. For the central government and

The Papua provincial government do strategic steps and concrete to immediately realize the mandate of MPR RI. Strategic step is a meeting with a number of Papuan leaders and religious leaders in December 2000, and requested the Rector of the University of Cendrawasih Ir. Frans A. Wospakrik, M.Sc to lead an independent team consisting of a number of academics, bureaucratic and intellectual Papua to immediately prepare a concept of special autonomy in Papua (Solossa, 2005: 29). Thus, after going through the process of preparation and discussion of a long and full of challenges both at regional level and at the level eventually Center on October 20, 2001 the Draft Law on Special Autonomy for Papua Province passed the House of Representatives of the Republic of Indonesia and assigned into Law No. 21 of 2001 on Special Autonomy for Papua Province on 21 November 2001.

But the special autonomy that has been implemented in more than 13 years there has been no improvement and significant progress experienced by the people of Papua, although there is increasing every year. These conditions gave rise to distrust Papuans back to the Central Government and Local Government, so did opposition and resistance. Even the people of Papua states that the special autonomy failed, so in 2005 never made the return of the special autonomy to the Government of

Indonesia. The implication is that people continue to voice referendum and the threat of disintegration in various regions of Papua, so the approach put forward security and conflict continue to occur in Papua. Ultimately raises the question of why the special autonomy policy has not been able to resolve the conflict in Papua. It is necessary to look for the problem in public policy perspective, both factors in policy formulation and implementation factors.

Stages of policy formulation will determine the course of implementation of a public policy optimally. Formulation of good policy is largely determined by how the role of formal and informal actors and stakeholders involved and interact actively and effectively and be able to respond to the policy environment, thus affecting and make an impact in the process of formulation and determination policy. By therefore, encourage researchers inspire and to conduct research and study aspects of special autonomy policy formulation, so expect locate problems. Thus this study wanted to examine, analyze the process of policy formulation special autonomy through the interaction of the actors in the system approach formulations policy in the enactment - Act No. 21 of 2001 on Special Autonomy for Papua Province. The hope is that it can provide a scientific study as a contribution to thinking in the context of public policy reformulation for peaceful conflict resolution, dignified and comprehensive peace in Papua realize the future.

With regard to the problems studied is a social phenomenon that occurred in Papua, as described above, the formulation of the problem in this research is how the interaction between actors in policy formulation Papua special autonomy?

## II. RESEARCH METHOD

This study examines and analyzes the views of perception, action, and the behavior of the formal and informal actors in looking and seeing the conflict in Papua, thus formulate and establish policies Papua's special autonomy. Therefore, the approach used in this study is a qualitative approach. While the type of qualitative research used in this research is the type of research phenomenology, because trying to understand a phenomenon, uncover and acquire in-depth and thorough explanation and can be described in accordance with the real situation on the ground. With research phenomenology can understand, analyze and describe the process of policy formulation Papua's special autonomy as a settlement or resolution of the conflict in Papua. Informants in this study formal and informal leaders directly involved as well as having a strong influence in the process of policy formulation Special Autonomy for Papua Province in 2001, namely:

The actors Formal of Government (Former Government Officials Papua Province, District and City and team Assessment Autonomy and Assistance Team Draft Special Autonomy Law for Papua Province; b) The actors Informal of Papuans: Chairman of the Papuan Presidium Council (PDP ) formed by the Papuan Congress 2000 Results; (c) The informal leader of the Religious.

The data obtained through the interview, then analyzed using an interactive model. In the interactive model there are three components of the analysis according to Miles and Humberman (1992: 16-19), namely: data reduction; presentation of data; and conclusion / verification

## III. RESULTS AND DISCUSSION

To find out the analysis of the interaction between actors in the formulation of special autonomy policy can be seen from :

### 1. Aksesibilitas Actor

The involvement of the actors in the process of policy formulation special autonomy as a solution to the Papua conflict resolution really has the capacity and capability, so as to represent and aspire and are able to solve various problems in Papua. At least for formal actors of Government (Executive, Legislatif) as well as other elements that have been and are involved really understand the problem, have the commitment, political responsibility, moral and conscience and in accordance with the duties and responsibilities and the authority carried by the actor.

Papua informal actor or actors called informal composed of leaders from the Papuan customary chief, chiefs, intellectuals, leaders of the Free Papua organization, women leaders, youth leaders and students who are involved directly with the people and representing the people of Papua. Informal actors involved before reform and referred to since the beginning of reform in 1998 by Papua People Reform Movement to fight for the values of the rights of the Papuan people's lives, human rights abuses, injustice, exploitation of natural resources and other customers.

Formal government actor or actors called formal comprised of leaders Executive, Legislative, and related intellectual figures requested by the Government of academics, intellectuals Papua and the government formally referred LSM. Actor consists of formal actor and actor Formal Regional Centre. Local formal actors, including the Governor / Deputy Governor of Papua and government officials related, regents and mayors, Led House of Representatives (DPR) Papua, academics, intellectuals and NGOs Papua. The formal actors of this area contained within the Assessment Team and Assistance Team policy of special autonomy in Papua. While Actor Formal Center, include the Coordinating Minister for Political, Social and Security Affairs, Minister of Internal Affairs, Commission II of the House of Representatives, the Working Committee of the Special Autonomy of Parliament, Members of the House of Representatives Electoral District Papua.

Involvement and accessibility of informal actors performed in a variety of activities Papuans openly struggle has begun to be built since the beginning of the 1998 reforms by moving the various components of society in all regions in Papua the start of vertical conflict dynamics. Vertical conflict as told Pruitt & Rubin, (2004) in Novri Susan, (2009) as a conflict between groups (citizens) by country, by increasing the demand initially was the completion of cases of human rights violations, deprivation of customary rights to land, exploitation of natural resources, lack of access Papuans in governance, and other demands. But then

raised his demands became political content that is streamlining the history of Papua's integration and the demands of even the demands self-determination referendum and the recognition of political sovereignty ever declared on December 1, 1961.

Various measures and continued efforts made by the informal actors to seek out access channels to gain support from within the country and from abroad to the demands and struggles as an attempt to build solidarity conflict. This process finally achieved the Informal actors in obtaining accessibility is convince the other party and formal actors both at home and abroad, as quoted from Alua (2000) are summarized as follows:

- a. Do the National Dialogue between the informal actors and representatives of the Papua with President BJ Habibie in Jakarta in February 1999. Since then the accessibility and informal actors involved Papua increasingly widespread and intense to prepare a variety of strategies to move their struggle can be achieved.
- b. Communication efforts and limited dialogue among the actors informal with formal actors with President Abdurrahman Wahid (Gus Dur) and convince him to gain access and permits the President to hold the Second Papuan People's Congress in May-June 2000;
- c. Accessibility and involvement of Papua informal actors abroad, especially in countries in the Pacific such as Vanuatu meeting with the Prime Minister of Vanuatu (Barak Sope) at the end of July 2000, also at a meeting of Pacific Rim countries or Pacific Island Forum (PIF) held in country Nauru in August 2000, also attended and joined the delegation of Vanuatu at the UN Millennium Summit in September 2000 in New York.

## 2. Actor Interaction Relationship

Actor interaction occurs because of a communication link between the actors or elites as social beings who find it equally has the same instinct and the instinct to communicate and analyze the problem of conflict in Papua. Forms of interaction between actors that occur in the process of conflict resolution policy in Papua until the special autonomy policy formulation process are: first, the interaction is positive because it has a good vision of the same struggle between actors between formal and informal actors in the form of cooperation and accommodation; second, the interaction is negative because it has the vision and objectives of the struggle between the actors opposing formal with informal actors, namely in the form of competition, of contravention and contradiction or conflict.

Forms of cooperation and interaction between actors accommodation informal with formal actor also occurred in Papua, namely: first, the Dialogue Team 100 representative Papuan figures met President BJ Habibie at the State Palace in Jakarta on February 26, 1999, with a unanimous voice to convey the statement to exit from the Republic of Indonesia; Secondly, Actor Informal meet and communicate with President Abdurrahman Wahid (Gus Dur) to request permission and ask for help Operation Papuan People's Congress dated 29 May to 4 June 2000 and as well as providing financial assistance operation of Rp. 1 Billion; Third, when President Wahid approved the request of the people of Papua on the change of name into Papua and Irian Jaya and President inaugurated its use on 1 January, 2001 in Jayapura; Fourth, when the governors, regents and mayors to facilitate and finance the departure of Team 100 met President BJ Habibie in Jakarta; fifth, when the Governor, Regent, Mayor, Chairman of Parliament and facilitate the departure of of participants Regional Conference Leader (Muspida) Papuan Congress District and the City to Jayapura and vice versa; sixth, when the governor, regent, mayor and Regional Conference Leader (Muspida) attend and follow the preamble and during the implementation of the Papuan Congress; seventh, when the actor informal Papua (Papua Presidium Council Panel member of the District / Municipal) and representatives of the Papuan people involved as participants representatives of district and municipal in Papua facilitated and involved to follow the Papua Special Autonomy Assessment Forum organized by the actor Formal; b) Form of property; The forms of interaction that occurs between formal actor with actors dyed informal competition or competition on the achievement of the goals and desires of each special autonomy option in the fight for the rejection of special autonomy and demanding Papuan independence, then increased to contravention due to perform mutual rejection and resistance and later disputed and violence because of falling victim to the party people of Papua.

## 3. Value Influential Actor

Values that affect the actor formal and informal actors in the process of policy formulation Papua's Special Autonomy, discussed and analyzed as follows.

**1) Value - Value Politics:** Political values refer to the interests of certain political groups. In the framework of the Papua Special Autonomy policy formulation, the groups involved are the government and the DPR and Papua informal group of political elite. Formal actors interested in maintaining the integrity of the Unitary Republic of Indonesia and the granting of special autonomy status, as defined in the Decree of the People's Consultative Assembly of the Republic of Indonesia Number IV / MPR / 1999 on Special Autonomy Status Granting for Aceh and Papua. Meanwhile, on the joint informal actors concerned with the demands of the Papuan people separated out from Indonesia or independence. This is done more intensively since the reform era in 1999 and commencement current national dialogue between President BJ Habibie with 100 Papuan elite team. Furthermore, the Papuan elite also continued to implement various efforts and measures either through meetings, meetings, seminars, and even the Great Council held the people of Papua and Papua Congress in 2000 that it is the demands recognition of the sovereign right of the people of Papua have ever declared on May 1, 1961.

**2) Values Policy:** The values that influence policy actors both formal and informal actors are both sides going to want to fight for a public issue in the view of each deserve and must be fought. Formal actor parties fight for the interests of the welfare of the people of Papua and the Papuan people's interest in the nation and the State of Indonesia is a priority that must be defended and championed and formulation set forth in the Special Autonomy policy formulation. Some policies that value becomes the basic values that inspire, encourage and influence actors spawned formal draft of the Papua Special Autonomy policy design is as

defined in the document Principles mind the background of the preparation of the Draft Law on Special Autonomy for Papua Province, namely : first, the protection of the basic rights of indigenous people; secondly, Democracy and democratic maturity; third, Respect for ethics and morals; fourth, Respect for human rights; the fifth, the rule of law; the sixth, Respect for pluralism; seventh, Equal status, rights and obligations as citizens. Meanwhile, at the informal actors also continue to fight the problems of the Papuans who had been left behind, backward, impoverished and oppressed by violence that should come out of this condition through a struggle for independence. Views or values held informal actors is that they are no longer trust the Indonesian government policies that have been devastating, oppress and violate human rights over the Land of Papua for 40 years since the integration in 1961.

**3). Value - The value of the Organization:** The values of the organization often affects bureaucrat when engaged in the policy process. In accordance with the existing hierarchy in the bureaucracy, the actors in higher positions usually emphasize values such as efficiency, effectiveness, rewards, sanctions and their privileges to the existing apparatus underneath. Other values is to keep the organization alive and evolving. Organizational values are seen to influence the formal actors and the Government of Papua informal actors in conflict resolution in Papua is that on the one hand the government and parliament and security forces and tiered hierarchical duties and responsibilities of each in resolving the problems of Papua, especially in dampen the various demands of the people of Papua. The government has the power to suppress the people of Papua through various ways and means, so that the continuity of governance, the implementation of development and social development remain and continue to run as it should despite the political situation and security when public order was very high intensity.

**4) Personal Values :** Values private actors also affect the formal and informal actors in conflict resolution efforts through the development of policies Papua Special Autonomy for Papua. Personal values than formal actors (Governors, Regents, Mayors in Papua) along Regional Conference Leader (Muspida) besides felt responsible because of the position and its mission, as well as privately as leaders or formal elite that has the ability and capacity to be able to make various efforts and mitigating measures that reputation, good name and dignity is maintained. Even when the actors are able to handle formal problems that occur at the time, the people and their superiors can assess and give a positive appreciation and at the same time be an achievement for the elite of this formal, so that once the service is good and achievement can be remembered and recorded in the course of his personal life or get a reward or promotion in a specific position higher .. Meanwhile the informal actors who continue to fight for their aspirations for independence of Papua is also influenced by the values that are embedded in these informal private elites, where they feel concerned and disappointment over the state and Papuans living situation experienced, perceived and accepted for integration with Indonesia Countries such as injustice, extortion, torture, stigmatization separatist, acts of violence and violations of human rights (HAM).

**5) Values Ideology :** The values of ideology is the value to be considered in the policy process. Values ideology affect actors in the formal and informal actors drafting Papua Special Autonomy policy. Formal actors who are ruling elite ideological values of the Republic of Indonesia, Pancasila. Pancasila ideology has been imparted to every citizen of Indonesia, especially during the new order either through formal education or through non-formal education such as upgrading-upgrading by the State and Local Government agencies. But as entering a period of reform, as if the ideology of Pancasila is degraded and no longer even taught through formal and non-formal education. This condition is the inclusion of other ideologies opportunities in the Republic of Indonesia, which when not denied by the government and other state officials. Such conditions utilized by the elite people of Papua, especially the elite Papua Papuan independence fighters in the past to re-cultivate and instill the values of ideology Papua to secede from the Unitary Republic of Indonesia.

#### IV. CONCLUSION

Based on the analysis and discussion of the formulated some conclusions as follows that the analysis of interactions Actors in Policy Formulation includes:

a. The involvement of actors in the system and accessibility of Papua's Special Autonomy policy formulation simply dominated and carried out by the Government that formal actors of the Regional and Central Government Officials, Academics, Intellectuals Papua designated in the Team Assessment and Assistance Team. While involvement and accessibility of Papua informal actors do not occur during the process of policy formulation special autonomy. The main reason is the different actors of both parties view that formal actors accept special autonomy, while informal actors reject it. Therefore, the theory of policy actors are not met Anderson.

b. Actor interaction in the form of cooperation, compromise and competition between formal actor to actor informal occurred before the special autonomy policy formulation process begins. Furthermore, during the process of policy formulation special autonomy both in the Region as well as at the Centre, did not occur formal interaction between actors with informal actors. Therefore, the interaction that occurs is the interaction between formal actor to actor formal Regional Center.

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