

The Implementation of Special Autonomy in Southwest Papua

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Abstract

This research aims to determine the implementation of Papua's special autonomy on the economy of the Kokoda Muslim community in Malawe Village, Aimas District, Sorong Regency, Southwest Papua Province. This research has significant social relevance because it highlights the implementation of the special autonomy policy in Papua, and provides an understanding of its impact on the local community's economy and the community in Papua has rich cultural and religious diversity. We used the Mix Method (combination research), which combined qualitative and quantitative approaches. Data collection techniques were observation, interviews with key informants, followed by distributing questionnaires to 150 Kokoda Muslims. The data were analyzed using the theory of George C. Edwards III's four public policy variables, including communication, resources, disposition, and bureaucratic structure. The findings show that the implementation of special autonomy still faces obstacles and has not achieved the goals formulated based on the goals of special autonomy. Special autonomy should promise a better future for the Papuan people in general, especially communities we investigated in this study, especially in the economic sector because there are still many people who have not achieved prosperity in the special autonomous region in Malawe sub-district, especially Kokoda Muslims. The implementation of special autonomy in the economy of the Kokoda Muslim community is still very low, and welfare assistance in the economic sector has not been distributed at all. Still, there has been assistance from the regional government in the education sector.

Abstrak

Tujuan penelitian ini adalah untuk mengidentifikasi implementasi otonomi khusus Papua pada perekonomian masyarakat Kokoda Muslim di Kelurahan Malawe, Distrik Aimas, Kabupaten Sorong, Provinsi Papua Barat Daya. Penelitian ini memiliki relevansi yang signifikan secara sosial karena menyoroti penerapan kebijakan otonomi khusus di Papua, Memberikan pemahaman tentang dampaknya pada perekonomian masyarakat setempat dan Masyarakat di Papua memiliki keanekaragaman budaya dan agama yang kaya Penelitian menggunakan Mix Method yang menggabungkan pendekatan kualitatif dan kuantitatif. Teknik pengumpulan data dilakukan dengan observasi, Interview pada key Informant dilanjutkan dengan penyebaran kuesioner kepada 150 masyarakat kokoda muslim. Penelitian ini dianalisis menggunakan teori George C. Edwards III ada empat variabel kebijakan publik, khususnya komunikasi, Source daya, disposisi, dan struktur birokrasi. Hasil Penelitian menunjukkan bahwa implementasi otonomi khusus masih menghadapi kendala dan belum mencapai tujuan yang telah dirumuskan berdasarkan tujuan otonomi khusus. Otonomi khusus seharusnya memberikan harapan baru bagi masyarakat Papua pada umumnya dan khususnya di wilayah otonomi khusus, terutama dalam hal ekonomi karena masih banyak masyarakat yang belum mencapai kesejahteraan di daerah otonomi khusus di kelurahan Malawe khususnya muslim Kokoda. Implementasi otonomi khusus dalam perekonomian masyarakat muslim Kokoda masih sangat rendah, dan bantuan kesejahteraan dalam bidang ekonomi belum sama sekali disalurkan, tetapi telah ada bantuan dari pemerintahan daerah dalam bidang Pendidikan.

Keywords

Muslim Kokoda, Special Autonomy, Social Economic, Southwest Papua

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Introduction

The Papua Province receives special autonomy in the unitary state of the Republic of Indonesia as mandated by Law of the Republic of Indonesia Number 21 of 2001 concerning Special Autonomy of Papua Province. Papua has a historical background, cultural context, conflict resolution and economic empowerment that is different from other parts of Indonesia. These differences include unique ethnic, linguistic and customary diversity. Therefore, there is a need for special regulations to accommodate the special needs and characteristics of this region. This regulation regulates many aspects, including the Southwest Papua region. Law of the Republic of Indonesia No.21 of 2001 has several chapters on regional government, form, structure, and government finances. Special autonomy refers to special rights recognized and given to the Papua region to regulate and manage its own national interests based on the needs and rights of the Papuan people. Empowerment aims to ensure justice in governance and development in the Papua region. (Henni Watopa & Lionardo, 2022; Imam et al., 2019). This is also to improve the welfare of the community, uphold the law, and respect human rights in Papua Province, especially the Papuan indigenous people. The authority of the Papua province covers all aspects of government, except in the fields of foreign policy, defense, and security, finance and taxation, religion and justice, as well as other authorities and fields regulated by these aspects in law. Apart from the authority mentioned in paragraph (1), in implementing special autonomy, the province of Papua is given special authority by this law. (Eliza 2018).

Special Regional Regulation (Perdasus or perdasu) also regulates the implementation of authority rights as mentioned in paragraph (1) and paragraph (2). Regional authorities and municipal authorities are also determined by Law. Law Number 2 of 2021 concerning the Second Amendment to Laws No. 21 of 2001 concerning Special Autonomy for the Papua region was signed by President Jokowi, and a number of articles have changed. It aims to improve the management of OTSUS (Special Autonomy) funds, which have not been maximally accounted for (Tryatmoko 2016). The implementation of special autonomy status for the Provinces of Papua, West Papua, and Aceh allows rural regions to manage funds to improve the APBD (regional budget) and regional finances (Yosep Kambu 2016). However, this policy also has an impact on the low level of special autonomy funds received by each district/city, challenging the funding to build public infrastructure in very large areas. So far, the management of special autonomy funds has not been coherent and disciplined, and this has had an impact on operational efficiency, less efficient public service, and low regional economic growth (Ully Vidriza, 2022). Sources of special autonomy revenue, including regional, district, and city APBD funds from the three special autonomous regions, have a negative impact on the efficiency of all types of public spending except the efficiency of utility spending at the provincial level but limit the negative impact at the district/city level. Changes in the special autonomy fund allocation policy between provinces and districts/cities did not significantly improve the efficiency of operational spending. The main target of Special Autonomy is Indigenous Papuans to improve their economic conditions. However, there are still many Papuan people who have not received the right to live a decent life. They hope that special autonomy can improve their quality of life. However, many of them have not been advantaged by the implementation of special autonomy (Rochendi S, 2017).

According to the law, special autonomy for Papua aims to bridge the gap between provinces in Papua and other provinces, improve the standard of living of people in the Papua region, and improve their welfare. They are given the opportunity to develop and organize independent government and realize social justice and equal distribution of welfare at all levels of society (Marrit 2018). However, the implementation has not achieved the target. Like in Papua, it is ironic to find that even though the area has special autonomy, poverty is still found everywhere. As empirical evidence, statistical data shows that poverty is still high. This means

that even though the Special Autonomy Law has regulated a systematic plan, its hypothetical implementation has not been able to achieve the objectives of the Special Autonomy Law for the Papua region. (Agustinus 2016; Muhtarulloh 2021). Therefore, it is important to: 1) formulate a strict control mechanism for the use of the special autonomy budget; 2. Eradicate corruption and allocate funds for the public interest; 3. revise fiscal management (budget). The special autonomy for the provinces of Papua and Southwest Papua is essentially to give broader powers to the provinces of Papua and Southwest Papua, (Hindari 2022; Mukrimaa et al. 2016). Because the region regulates and manages its own territory inside the Republic of Indonesia, it holds greater responsibility for the regions of Papua and Southwest Papua to run the government and provide special rights to the Papuan people. Special autonomy must be the best solution to improve people's standards and lives.

Papua is looking forward to a better life (Juliarini and Hatmoko 2020; Korain, Kaunang, and Egetan 2019). Apart from that, Papua's special autonomy is a response to the risk of disintegration, both vertically and horizontally (Anwar, Abdullah, and Hadi 2018; Arispen, Dewi Rahmi, and Ade Yunita Mafruhah 2021) to respond to protests against injustice experienced by society, especially in Papua (Isnadi and Fikriah 2019).

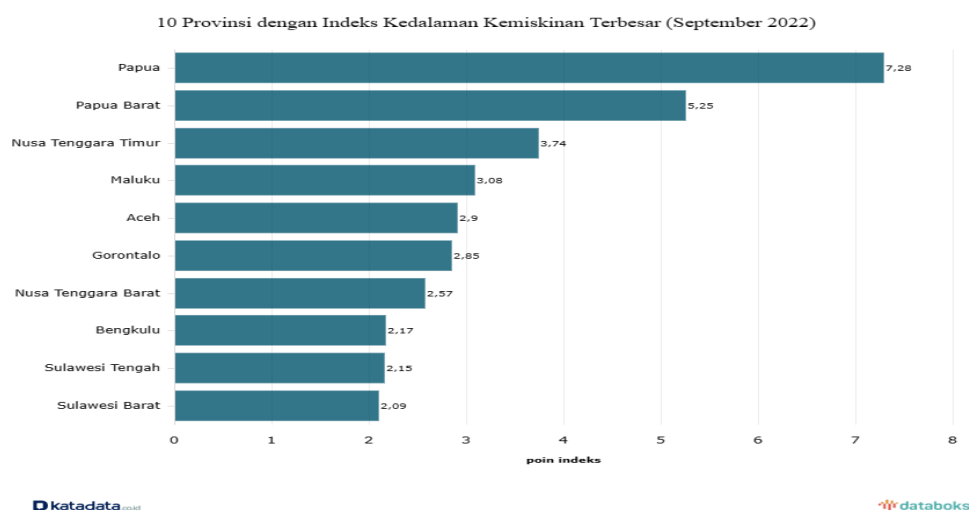


Figure 1. Poverty Depth Index

The ratification of the Papua Special Autonomy Law is extraordinary progress (Nurlina and Syafira 2019; Yuranda and Husna 2022). However, its implementation has not met the expectations of the Papuan people (Machfud, Asnawi, and Naz'aina 2021; Syukri and Hinaya 2019). This is because the central and regional governments do not fully understand this law, especially regarding special autonomy regulations (Tatogo, Allo Layuk, and Bharanti 2018). In fact, the Papua special autonomy law triggers the government to improve welfare, justice, peace, equal rights, identity development, self-esteem, honor, and dignity of the Papuan people.

The graph above shows that Papua Province has the highest poverty index level among the 10 provinces in Indonesia, while West Papua is in second place at 5.25%. Thus, the success of Papua's special autonomy in managing the Papuan people's economy cannot yet be decided. Based on the conceptual study above, the implementation of special autonomy can still be improved to positively impact the community's economy. Many community groups in the low economic category still receive special attention from the government, such as the Kokoda Muslim community.

Special autonomy has an influence on the people's economy but not so great and special autonomy in its implementation has been running in accordance with the regulations but there are shortcomings, namely human resources and facilities that have not been fulfilled (Syahbana et al., 2022) In research done by Iryanti, (2021), it is suggested that the special autonomy policy on the welfare of native Papuans has a positive impact. But this study has not clearly outlined the variables that standardize the welfare of native Papuans.

Demtu, (2022) found that the implementation of the special autonomy fund policy in the field of education has not been carried out in accordance with the mandate of the Special Autonomy Law. So that it can be studied again in other fields or sectors which are the focus of accelerating development in accordance with the Special Autonomy Law. Fransiskus, (2019) the implementation of the special autonomy fund policy in the field of education has not been carried out in accordance with the mandate of the Special Autonomy Law.

So that it can be studied again in other fields or sectors which are the focus of accelerating development in accordance with the Special Autonomy Law. Therefore, this research really needs to analyze more deeply the impact of the implementation of special autonomy, and the level of success of special autonomy regulations on the kokoda Muslim economy, so that the central and regional governments can provide strategies or solutions in handling community welfare, especially the kokoda Muslim community in Walawe Village.

Therefore, this research proposed the following question: How is special autonomy implemented in the Kokoda Muslim economy?

Methods

This research was conducted in Malawe Village, Aimas District, Sorong Regency, Southwest Papua Province. We used mixed methods research, combining positivism and post-positivism paradigms or quantitative and qualitative approaches. By using these two types of data, researchers can view phenomena from various points of view, increase the richness of information, and test the validity of findings.

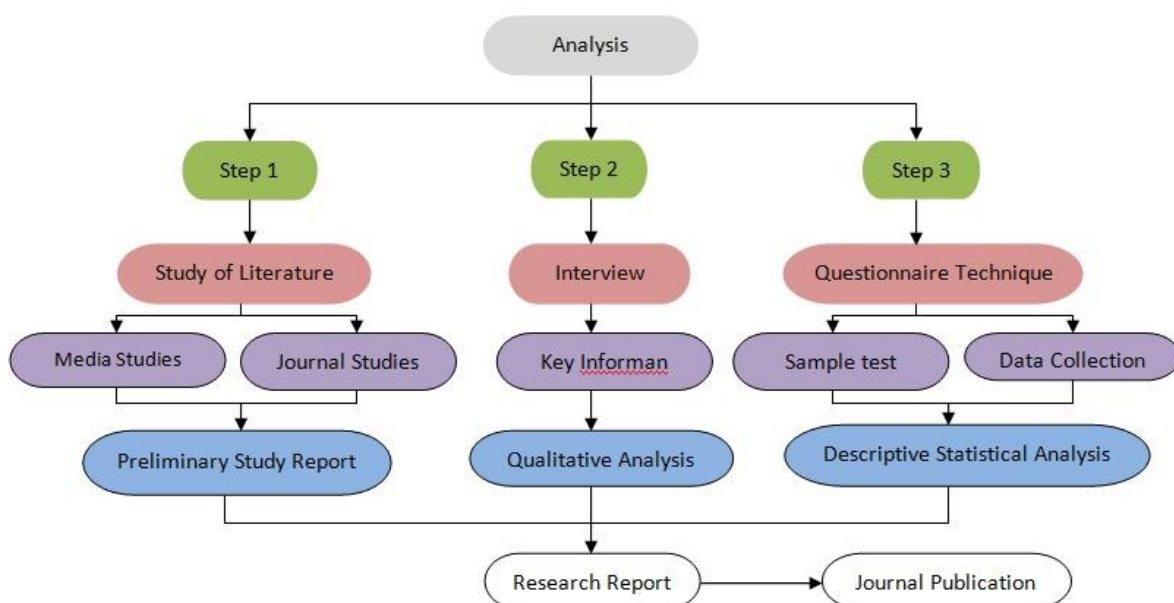


Figure 2. Research Design

Data was collected through observation and interviews. The interview focused on three officers of the Malawele sub-district, including the Village Head, the head of the Malawele sub-district government section, and the Special Autonomy Coordinator for the Malawele Sub-district. Questionnaires were distributed to 150 people (total population) of the Kokoda Muslim community. This number was obtained from the sub-district data profile. The focus of the questions to be asked is about the socialization of Papua Special Autonomy in the Muslim Kokoda community, the implementation of Papua Special Autonomy that has been implemented, and the results of the implementation felt by the community towards the existence of Papua Special Autonomy. The sample number was determined based on the Slovin method, and we obtained the number of 60. The data was analyzed using the Miles and Huberman theory with 3 flows including data reduction, data presentation, and drawing conclusions. This stage aims to produce verifiable conclusions.

Result and Discussion

Analysis

We analyzed the implementation of Special Autonomy for Papua in the economy of the Kokoda Muslim community in Malawele Village, Sorong Regency, Southwest Papua Province. Edwar III theory (Dyah and Arif, 2014) was used to answer qualitative questions about communication, resources, disposition, and bureaucratic structure.

Results of the Validity Test

Variable X (Implementation)

Table R was used to test the instrument (validation test) with 11 questions at 5% (0,05) 0.254

Table.1 Total Item Pearson Correlation

| No Item | R Table | R Count |
|---------|---------|---------|
| X1 | 0.254 | 0.716 |
| X2 | 0.254 | 0.607 |
| X3 | 0.254 | 0.695 |
| X4 | 0.254 | 0.616 |
| X5 | 0.254 | 0.617 |
| X6 | 0.254 | 0.626 |
| X7 | 0.254 | 0.450 |
| X8 | 0.254 | 0.595 |
| X9 | 0.254 | 0.576 |
| X10 | 0.254 | 0.532 |
| X11 | 0.254 | 0.564 |

Source : SPSS, 2023

Variable Y (Community Economy)

The validity test shows that R count > R table, indicating that it is valid. For more details, look at the following table:

Table 2. Total Item Pearson Correlation

| Item | R Table | R Count |
|------|---------|---------|
| Y1 | 0.254 | 0.804 |
| Y2 | 0.254 | 0.946 |
| Y3 | 0.254 | 0.840 |
| Y4 | 0.254 | 0.637 |
| Y5 | 0.254 | 0.700 |
| Y6 | 0.254 | 0.712 |

Source : SPSS, 2023

Reliability Test

Variable X

The reliability of the items in the questionnaire was tested to ensure their validity.

Table 3. Reliability Test of the Respondents

| Case Processing Summary | | N | % |
|-------------------------|----------|----|-----|
| Case | Valid | 60 | 100 |
| | Excluded | 0 | 0 |
| | Total | 60 | 100 |

Source : SPSS, 2023

The table above shows that 60 respondents (100%) were valid, and no respondents were in the Excluded category.

Research Instrument Reliability Test

Table 4 Variable X

| Cronbach's Alpha | N of Item |
|------------------|-----------|
| 0.820 | 11 |

Table 5 Variable Y

| Cronbach's Alpha | N of Item |
|------------------|-----------|
| 0.870 | 6 |

Source : SPSS, 2023

Wiratna Sujerweni (2014) states the questionnaire is reliable if the Cronbach Alpha value is > 0.6. Based on the reliability test of variables x and y above, we conclude that the data is reliable or consistent because the Cronbach's Alpha value of variable x is 0.820 with 11 questionnaire items, and the value of variable y is 0.870 with six questionnaire items which are greater than 0.6.

The Correlation between the Implementation of Papua's Special Autonomy and the Community's Economy

We applied the Spearman Rank statistical test to understand how Papua's Special Autonomy impacts the economy of the people of Malawele Village, Soron Regency (Martono, 2010). The N value or number of data required is 60. The sig (2-tailed) value is 0.000. Thus, we concluded that the community economy and the implementation of Papua's special autonomy are strongly correlated.

Table 6 Correlation

| | | | Implementati on of Special Autonomy | Community Economy |
|-------------------|---|------------------------|---|----------------------|
| Spearman's rho | Implementati on of Special Autonomy | Pearson Correlation | 1 | 0.467 |
| | | Sig. (2-tailed) | | .000 |
| | | N | 60 | 60 |
| | Community Economy | Pearson Correlation | 0.467 | 1 |
| | | Sig. (2-tailed) | .000 | |
| | | N | 60 | 60 |

*. Correlation is significant at the 0.05 level (2-tailed).

Source : SPSS, 2023

Implementation of Papua's special autonomy to improve the economy of the Kokoda Muslim Community in Malawele Village

The implementation of the policy refers to the decision-making phase between the disclosure of a policy, such as provisions or legal documents, and the promulgation of court decisions or the socialization of administrative regulations and the results of the policy by considering various aspects that influence people's lives. According to Edward III (Dyah and Arif, 2014), There are four main factors that influence the bureaucratic system, including communication, resources, disposition, and bureaucratic structure. Interview data based on four variables are presented below:

1. Communication

The central government and regional governments probably have different visions and priorities in organizing autonomous regions, so that sometimes it is difficult to agree on resources that must be communicated openly by the central government to regional governments or special autonomous regions. They should discuss boundaries, responsibilities, and shared goals to balance autonomy and national coordination. The conflicts of interest we found are like: Parties involved in implementing special autonomy, including political and economic actors, may face conflicts of interest that can hinder communication and cooperation. Lack of Resources: Local governments recently granted special autonomy may have limited human, financial, and infrastructure resources for administrative activities. This can affect the effectiveness of their communications with the central government. Regulatory complexity: The implementation of special autonomy is often followed by complex and diverse regulations. This can cause confusion and difficulties in understanding and applying these regulations. Unclear boundaries of authority: sometimes the boundaries between state

and local governments are unclear. This can lead to disputes over who is responsible for various aspects of government and public services. Social and cultural conflict: social, cultural, and ethnic differences between central and regional governments and local communities can also hinder communication and action. Inconsistent practices: States can sometimes overreach, such as interfering with specific autonomy-related policies or regulations that can hamper law enforcement efforts. Mistrust: a lack of trust between state and local governments and participants can disrupt the effectiveness of communication and collaboration.

2. Resources

Financial constraints happened due to the limitation of funds available to support special autonomy. Regions with special autonomy usually do not have sufficient income to finance the services and programs. Corruption and misuse of public funds can also be the factors triggering the problem. Political conflicts between the central government and the special autonomous regional government can hinder the region's development. Regions with special autonomy may not have sufficient administrative capacity to manage their resources effectively. It can be caused by the lack of qualified personnel, a weak management system, or a lack of experience in managing autonomy. Some countries may have complex or ambiguous legal frameworks relating to certain autonomy. This can confuse the implementation of autonomy and give rise to legal disputes. The central government sometimes does not grant special autonomy to certain regions and may try to prevent it politically or administratively. Regions receiving special autonomy may have serious social or economic problems, such as high rates of poverty, inequality, or other social disturbances, which may prevent the region from implementing the autonomy. If the people of the special autonomous region do not give optimum support, the implementation cannot be run well.

3. Disposition

Unclear or ambiguous regulations or laws regarding the specific right to self-determination may hinder extradition. Regional and central governments may have different interpretations regarding the method of delegating authority. Political resistance at the central level, groups or individuals with political interests have the potential to hinder the sharing of power between regions due to concerns over the potential weakening of power. Furthermore, some regions may not have sufficient institutional capacity to properly implement the special right to self-determination. It can be a lack of qualified human resources or adequate infrastructure and ideological conflicts. Ideological differences between the central and city governments can trigger this attitude. For example, resource disparities can make the central government worry that regional governments will be unable to manage autonomy effectively. Central governments may worry that autonomy could exacerbate social tensions and conflicts. Lastly, inadequate funding or budgeting issues can seriously hamper the implementation of special autonomy.

4. Bureaucratic structure

Unclear or ambiguous rules and policies can inhibit bureaucracies from interpreting and implementing them. This can hamper the decision-making process and implementation of autonomous programs. Then, the bureaucracy needs funds and personnel to implement autonomous programs. When these resources are insufficient or unavailable, autonomy will be difficult. Political differences of opinion and political competition can also hinder coordination and cooperation. The bureaucracy may not have sufficient capacity or expertise to manage certain autonomy due to inadequate training or experience dealing with situations of autonomy, corruption, and abuse of power. Corrupt

practices and abuse of power For example, abuse of authority, the practice of nepotism in the management of special autonomy funds and no good monitoring and evaluation or audit of compliance with the management of special autonomy funds in the bureaucracy can hamper special autonomy. Funds for autonomous programs can be misused, thereby weakening the program's effectiveness and giving rise to internal conflicts within the bureaucracy. Disagreements or conflicts between different units or departments within the bureaucracy can be disruptive.

Discussion

Special autonomy is a regional government arrangement with greater authority to manage various aspects of local life, such as economics, finance, culture, and education. Special autonomy is generally found in countries with significant ethnic, cultural, religious, or geographical diversity so that the central government grants certain regions additional authority to meet their specific needs. (Krinus Kum and Magister 2018). It is important to ensure that the implementation of special autonomy in Papua focuses on sustainable economic development, such as investment in infrastructure, potential economic sectors, workforce training, and support for micro, small, and medium enterprises (MSMEs). Special autonomy ideally empowers the Papuan people through training and education programs so that residents gain the knowledge and skills to participate in the modern economy because Papua has abundant natural resources, such as mines, forests, and fisheries.

The exploitation of natural resources must be responsible and sustainable, considering the environment and the long-term interests of the Papuan people. To balance economic development and preserve the culture and identity of the Papuan people, their unique culture must be respected and preserved in developing the economy. Also, the Papuan regional government and the private sector must be involved in making economic decisions and implementing development projects. Collaboration between various parties can ensure the efficiency and effectiveness of implementing special autonomy. Transparency and accountability can be achieved by strictly monitoring the use of funds and reporting to the Papuan people (Fahrudin, 2022).

Fahrudin (2022) Therefore, the Papuan people must actively participate in the decision-making process regarding their special autonomy. Their participation can ensure that the policies reflect their needs and aspirations. In addition, stability and peace in Papua must be ensured to support sustainable economic development for example, the conflict over the rights of indigenous peoples. Social conflict and tension can hinder economic development. So, to implement special autonomy in the economy of the Papuan people, the participation of various parties, such as the central government, regional government, the Papuan people, and the private sector, is necessary. This aims to trigger inclusive and sustainable economic development so that the quality of life of the Papuan people can improve and their cultural heritage can be preserved.

The policy on the use of special autonomy funds in the education sector is implemented in accordance with the regulations and mandates of the Special Autonomy Law. Therefore, next, we can examine other fields or sectors that are the focus of accelerating development in accordance with the special autonomy law (Agustinus 2016). Special autonomy has a positive impact on the community's economy but is not significant. In implementing these regulations, they face various obstacles, such as low human resources and insufficient facilities to support the special autonomy policy for the welfare of the indigenous Papuan people. However, various positive impacts can be found in educational infrastructure (Widodo 2019; Wiwie 2014).

In this research, we also found that special autonomy funds have been distributed to each district since 2019. This distribution was hampered for 2 years but was active again in

2022. The funds available in 2022 were not allocated for the community economy in Malawele Village, specifically for the Kokoda Muslim Community, but to collect data on Papuan communities who are entitled to receive special autonomy funds so that the implementation of special autonomy in the economy of the Kokoda Muslim community is still very low, and has not made the economic sector prosperous. However, educational funding assistance from local governments is available. The central and regional governments should pay attention to economic needs so that the welfare of the Papuan people, especially those in Malawele Village, can increase.

Conclusion

Special autonomy can improve the economy of the people in Malawele sub-district. According to the findings and discussion above, Law Number 21 of 2001, which was later changed to Resolution Law Number 2 of 2021, shows the important role of the government in developing development policies and programs that are beneficial to the people. However, there are several obstacles met and goals that have not been achieved in implementing special autonomy, especially in the economic sector. Many people have not benefitted from the special autonomy, including the Papuan people in general and especially the Kokoda Muslim community in the Malawele sub-district. Autonomy funds are very important, especially in education and health, while the community economy has not been able to help the Muslim community in Kokoda meet their needs.

We suggest that the implementation of special autonomy could help develop the local economy in the Kokoda region by giving local Muslim communities greater control over their own resources and businesses. This can help the Kokoda Muslim community to maintain and preserve their culture and values, which may differ from those of the majority of communities in the region. Special autonomy should increase the active participation of Muslim communities in making economic and social policies that impact them. It is important to hold inclusive dialogue and consultation with all relevant parties, including the central government, regional government, community leaders, and local residents. This can help determine the appropriate type of autonomy and its impact, and the type of ongoing monitoring and evaluation system to measure the impact of implementing special autonomy on the economy of the Kokoda Muslim community. This can help in adjusting a strategy. Regional cooperation with other regions that have similar special autonomy also needs to be considered to exchange experiences and useful lessons. The environmental impact of economic activities on special autonomy also needs to be considered to minimize negative impacts.

The limitation of this research is that it has not discussed in more depth how the economic growth of the community, especially Kokoda Muslims in Walawele sub-district, is. The research suggestions that will be developed in further research are economic growth and Special Autonomy funds for poverty in Papua.

The suggestions made by the researcher are; Improving the quality of resources or implementors in Sorong city is very important for the progress of Papuan human resource development and the true welfare of the Papuan people. This is necessary so that they can work according to the specified standards. There needs to be strict supervision from the central government to ensure that the bureaucracy in Papua as a whole and Sorong City in particular operates in accordance with the standards set for the progress and welfare of the Papuan people. From the results of this study, of course, there are still many weaknesses in it, so further research is expected to look at economic growth in Papua after the implementation of Special Autonomy, Government Strategies in the implementation of Special Autonomy in Papua.

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