

## ANALYSIS OF THE URGENCY OF FORMATION OF SPECIAL AUTONOMOUS REGION OF SOUTH PAPUA PROVINCE

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### **Abstract**

*A series of policies have been implemented in Papua, but many parties consider them still not optimal. So there was a demand for the formation of a new autonomous region in the Ha Anim traditional territory which is part of Papua Province to become the new Province of South Papua. Seeing this phenomenon, this research focuses on; What is the background to the emergence of the demand for the formation of an autonomous region for South Papua and what is the urgency of policy making? This research method uses a type of library research to examine various references with the subject of discussing the formation of special autonomy for the Province of South Papua. The research results explain the existence of three dimensions in the background to the demand for the formation of a special autonomous region for South Papua Province, namely; political, technical dimensions and regional disparities. This research also explains the urgency factors for the policy of establishing a special autonomous region for South Papua Province, including; human resource factors, regional financial factors, infrastructure factors and organizational and managerial factors.*

**Keywords:** Regional Autonomy, Regional Formation, South Papua Province

### **INTRODUCTION**

The form of the Indonesian State is unitary (Wahyono, 2022). This form was chosen by the founding fathers based on the spirit of nationalism to promote prosperity, lasting peace and social justice. The rationale for the unitary form of the State is even stronger because it is based on the spirit of maintaining the integrity of the State which was born from the equality of fate where the territory of Indonesia is a former shopping colony. Judging from the 1945 Constitution (UUD) in Chapter VI concerning regional government, it is stated that the form of the Indonesian State is a decentralized unitary State. The meaning of decentralized itself is the handover of some of the authorities owned by the central government to local governments regulated in laws and regulations. Thus, the term regional autonomy emerged, namely the right of local government authority to regulate its own household affairs (Wahyono, 2022).

The 1945 Constitution also outlines the relationship between the central government and local governments by looking at the privileges and specificities of each region. One of those who received special authority in regulating their own region is Papua. The government's prolonged conflict made a solution through Law (UU) Number 21 of 2001 Special Autonomy. After the special autonomy law was implemented, the central government then divided Papua into two provinces. The eastern province uses the name Papua while the western part becomes West Irian Jaya Province (now West Papua Province) through the ratification of Law Number 35 of 2008 related to the Determination of Government Regulation in Lieu of Law Number 1 of 2008 into law (Priyani, 2019).

A series of special autonomy regulations that have been made are in fact still far from the expected goals. In research conducted by Imam, R and Hafis, A stated that special autonomy has not been able to overcome problems in Papua. for example in overcoming poverty, even though the local government has received an increase in special autonomy funds every year. However, this is not accompanied by a decrease in the poverty rate (Imam, 2019). The central government finally revised Law Number 21 of 2001 through the issuance of Law Number 2 of 2021. The revision of the law is intended to make Special Autonomy in Papua and West Papua Provinces more effective in accelerating equitable development.

The lack of maximum Special Autonomy for Papua and West Papua has also had an impact on the emergence of demands for expansion in these regions. According to Elisa Kambu (Regent of Asmat), the demand for a proposal or idea for the expansion of Papua Province has actually emerged since 2008 but has been delayed due to a moratorium policy from the central government. Elisa claimed that the proposal came from the aspirations of the local community, which as a regent has an obligation to continue these aspirations (Aditra, 2019). After several years of demands not continuing, the expansion proposal surfaced again precisely in 2019. One of the demands arose from representatives of the Papua and West Papua DPRP who wrote to the President in order to resolve existing problems in Papua. Demands also emerged during the Jakarta-Papua dialog at the State Palace on October 9, 2019. At that time the meeting attended by 61 Papuan leaders submitted 9 (Nine) demands, one of which demanded the division of the province (kompas.com). Mahfud MD as MENKOPOLHUKAM said there was a government plan for expansion in the Papua region. The plan is based on development problems such as ineffective bureaucracy, difficult community access to local government which is a result of geographical conditions making regional expansion necessary (Suriadin, 2022). However, the expansion of the Papua region did not go without obstacles. The Papuan People's Council (MRP), which is the representation of the indigenous Papuan people, firmly expressed its rejection of regional expansion in Papua. this is based on the idea that the government can arbitrarily authorize expansion without the basis of proposals or

involvement of the MRP (in accordance with the contents of Law No.2 of 2021 related to the revision of Law No. 2 of 2001). In the end, the central government officially decided on the formation of three new provinces, one of which was the Province of South Papua through Law Number 14 of 2022 (kompas.com, 2022)

The South Papua region was previously part of Papua Province consisting of four regencies, which is the province with the least number of regencies in Indonesia. The law states that Merauke Regency, Boven Digoel Regency, Mappi Regency and Asmat Regency are part of South Papua Province with Merauke Regency as the provincial capital. According to data from the Central Bureau of Statistics, the Human Development Index (HDI) in Papua Province has the lowest number of all provinces in Indonesia and the distance from Merauke Regency to the capital of Papua Province is 665 KM (Prov.Papua, 2020). Dari data tersebut, Provinsi Papua sudah semestinya dipertimbangkan untuk dimekarkan. From these data, Papua Province should be considered for expansion. The provisions in Article 35 of Law No. 23 of 2014 explain that the formation of a Province consists of at least five regencies or cities in it. However, the South Papua Province can still be juridically legalized based on the revised Special Autonomy Law formed the previous year, namely Law Number 2 of 2021. The revised law also explains that Papua Province is all provinces in the Papua region. From this article, it means that the ratification of South Papua Province directly has the status of a Special Autonomous region so that the local government has special authority to regulate its regional affairs.

The author is then interested in researching the formation of a special autonomous region of South Papua Province because if we look back at some of the demands for expansion that have occurred and review the HDI and the distance traveled by regions in Papua Province, it is natural that the idea of forming a new province might be considered. One of the objectives of regional formation is aimed at improving the quality of services and community welfare (Khairullah & Cahyadin, 2006). Judging from these objectives, the author believes that an in-depth analysis of the urgency of the formation of a special autonomous region of South Papua Province must be studied and understood more deeply. Therefore, the author will try to analyze more deeply the background of the emergence of demands and urgency in the formation of South Papua Province. in analyzing the background problems of demands for the formation of a special autonomous region of South Papua Province, based on the opinion of Djohan (1990) where there are three dimensions, including: (1) the political dimension; (2) the administrative / technical dimension; (3) the dimension of regional disparities. Meanwhile, in parsing the urgency of the formation of autonomous regions is based on four aspects, namely: (1) HDI; (2) regional finance; (3) infrastructure; (4) organizational and managerial.

## **RESEARCH METHOD**

The type of research used in this research is qualitative research through library research (Benuf, 2020). Library research is used to examine and review various references that are relevant to the subject matter to be studied so as to explain the factors for the emergence of demands and the implementation of policies for the formation of Special Autonomy in South Papua Province. this research uses three approaches. First, the regulatory approach is carried out by analyzing the regulations in the legislation relating to regional formation and Special Autonomy for Papua. Second, the concept approach is carried out by analyzing understanding the basic concepts of the theory used in analyzing the problem. Third, the historical approach is carried out to make it easier to understand the emergence of a conflict, because of course the emergence of a demand comes from an existing conflict (Marzuki, 2012). In this study, the historical approach is useful in understanding the causes of Special Autonomy in Papua.

## **RESULT AND DISCUSSION**

### **BACKGROUND OF THE GUIDANCE FOR THE ESTABLISHMENT OF THE SPECIAL AUTONOMOUS REGION OF SOUTHERN PAPUA**

#### **Political Interests**

The background to the formation of the new autonomous region of Papua Province is inseparable from aspects of the political dimension both in the regions and at the center. Politics in Papua is actually very dynamic, especially with the special autonomy status which in turn opens up a lot of space for contestation for power and political positions by local elites. The formation of new autonomous regions in Papua opens up a much wider space for these political elites. Therefore, the push for the formation of new autonomies arose from political elites in Papua The beginning of the plan to form new regions in Papua strengthened when President Joko Widodo made a working visit in 2019 in Papua. Regarding the formation of a new autonomous region in Papua, President Joko Widodo has approved a more in-depth study of this matter. There are two provinces approved by President Joko Widodo at that time, namely the Provinces of South Papua and Papua Pegunungan (Kompas.com,2019). The issue was then raised by local political figures who claimed to represent the Papuan people by conveying the need for regional expansion in Papua and West Papua Provinces for equitable development in Papua. This was then conveyed directly by these figures to President Joko Widodo. The Chairman of the Jayapura City DPRD, Abisai Rollo, at that time directly requested expansion in five other customary territories in Papua. In the end, in 2022 the Provinces of Papua Pegunungan and South Papua were legalized through law.

Over time, political elites both at the central and regional levels have continued to encourage regional expansion in South Papua. For example, Vice President Ma'ruf

Amin responded to the demands for the expansion of the South Papua and Papua Pegunungan regions which need to prioritize development, one of which is through expansion (kumparan.com,2020). Issues related to underdevelopment continue to be a problem in Papua, so that it often raises jealousy among the community. Apart from vice president Ma'ruf Amin, the formation of South Papua also received encouragement from the regional secretary of Papua Province at that time, namely Dance Yulian Flassy. He stated that the division needed to be done to shorten and simplify coordination in development.

Public services are often an obstacle in Papua given the various limitations of local governments. In line with this, Dance Yulian Flassy also said that expansion needs to be done immediately because later development will be increasingly felt by the community. Political figures from several parties also supported equitable development with the expansion that occurred in South Papua. Politician from the Gerindra party Yan Mandenas asked the Papuan people to welcome the formation of the South Papua region (beritasatu.com). The demand for the formation of a new autonomous region of South Papua Province by several political elites at the central and regional levels shows evidence of a strong desire from politicians. In the opinion of Robi Hidayatullah, a political observer and academic at Syarif Hidayatullah State Islamic University, the attention given by the government and politicians regarding the formation of the new autonomy of South Papua is motivated by their concern for the welfare of the Papuan people. According to him, approximately 40% of the problems in Indonesia originate from the Papua region. Starting from the problem of separatist groups, development gaps, to community welfare.

Apart from being a form of concern for local and central political elites regarding the welfare of various problems that have long been going on in Papua, the expansion of the new autonomous region of South Papua Province is also closely related to the group interests of political elites. According to former Papua Governor Bernabas Suebu, the desire of the elites regarding the formation of South Papua Province can be interpreted as a desire to form new political positions that have the impression that they are just political candy given from the center (News, 2021). This opinion is inseparable from the experiences that have occurred in Indonesia in general. Since the granting of autonomy to regions in Indonesia, the background of its formation has been colored by socio-political turmoil. according to Cornelys Lay (2012), that in addition to reasons of public interest, the background of demands for the formation of new autonomous regions can arise because it provides social and economic benefits for political elites (Marzuki, 2012). The distribution of power that occurs as a result of regional expansion opens up new space for political actors to gain power. According to Nunik Retno Herawati, one of the drivers of regional expansion is the desire for power and holding a new position (Retno Hernawati, 2011). In the context of the formation of the new autonomous region of South Papua Province,

there will be at least more than 35 new political positions that will be contested at the provincial level. This is not impossible to be an advantage for political elites who are pushing for the formation of South Papua Province.

### **Administrative/Technical Importance**

The background to the demand for the formation of a new autonomous region of South Papua Province from an administrative perspective arises from the wishes of the people of South Papua. The community wants efficiency and effectiveness in government in the South Papua region. The lack of effectiveness and efficiency in the Papua government (Parent Province) can be seen from a geographical and demographic perspective (Putranto, 2019). When viewed from a demographic perspective, the community sees that the many ethnic and cultural diversities make it necessary to provide policies to better respect the rights of indigenous peoples, especially in the South Papua region.

It should be noted that the Papua region is divided into seven different customary areas. The seven customary areas include the mamta, saereri, ha anim, la pago, mee pago, bomberai and domberai customary areas. The seven regions are required to form their respective provinces including the South Papua region. South Papua is the Ha Anim customary territory which consists of the regions of Merauke, Boven Digoel, Mappi and Asmat. Overall, Papuan society has such high diversity. In seven customary areas there are 256 tribes that inhabit Papua ranging from swamp ecological areas, rivers, beaches, highlands, lowlands, valleys, coasts to islands (Gumay, 2019). Ministry of education (Kabanga, 2021) said that there are 307 regional languages that exist there. From this diversity, it then led to the desire for the formation of new autonomous regions for each customary area including the Ha Anim customary area (South Papua). In a meeting with Commission II of the House of Representatives in 2019, Boven Digoel regent Benedict Tambonop argued that the current Papua region is too large and is divided into more than 20 regencies so that the division of Papua province into new provinces needs to be done (Kabanga, 2021).

The pluralistic nature of Papua makes it difficult to divide the attention of the regional government to certain regions or groups. South Papuan traditional leader Gluba Gebze argued that it was only natural for the government to recognize the existence of customary territories in Ha Anim land (South Papua). The demand also received approval from the six tribal chiefs of customary rights voters in the Ha Anim region (South Papua). They recognize the diversity that exists in Papua is too great if it is managed by two provinces, so the Province of South Papua needs to be formed. However, it is not only the Ha Anim customary territory that is made into a province but the entire customary territory. So that it can be managed with the wishes and needs of the local community (antaranews, 2022).

Then the background of the demands for the formation of a new autonomous region of South Papua Province from the second administrative / technical dimension is geographical reasons. The area that is too large to be effective in implementing government policies is one of the backgrounds for the demands for the formation of a new autonomous region in South Papua. According to Agustinus Wilujeng Pramestuti, the division of South Papua is a form of anxiety that has long been felt because of the vulnerable distance between the government and the community. Then with the expansion of this region is a solution in bringing services closer to the community directly and helping ease in health services, education and including government administration. The distance between regions in Papua Province (the main province before the existence of South Papua) is indeed very far. if calculated, the area of Papua Province (before regional expansion) reached 312,224.37 km<sup>2</sup>, this area is 16.64% of the country's area and is equivalent to 480 times the area of DKI Jakarta. With this area, it is possible that there will be ineffectiveness in regional government administration and services to the community. Then if it is calculated the distance between the current Papua Province and the center of government of the previous Papua province, the distance is also very far.

The areas that later became South Papua Province, namely Merauke Regency, Asmat Regency, Mappi Regency and Boven Digoel Regency, are very far from the capital of Papua Province, which was previously the parent province. From BPS Papua Province data (2021) states that the distance from Merauke Regency to the provincial capital reaches 665 km, it is the farthest Regency from the provincial capital in Papua. Meanwhile, Mappi Regency reaches 469 km, Asmat Regency 440 km and Boven Digoel Regency is 398 km from the capital of Papua province (Prov.Papua., 2022). Distances that are too wide and too far between regions can have an impact on the lack of effectiveness of central and regional government policies. It is this distance that has led to demands for the formation of a new autonomous region in South Papua Province in the hope that policies designed by the government will be more effective and efficient.

### **Dimensions of Regional Disparities**

The regional gap dimension of the formation of the new Autonomous Region of South Papua Province is motivated by the desire of the people of South Papua to reduce regional disparities in their region. Regional disparities result in dissatisfaction of people in peripheral areas far from the center of government with the government. Some of the reasons for the community that resulted in the demand for expansion of the South Papua region are the existence of inequality and uneven development in areas that are not the center of government activities (capital). Inequality and uneven development are influenced by the vast area so that it is not reached by the

government and the bureaucracy and development actors who only prioritize their own regions(Sutrisno, 2021).

There are two background considerations for the demands for the formation of new autonomous regions seen from the dimension of regional disparity (Munir, 2013). In the background of the demands for the formation of a new autonomous region of South Papua Province, the consideration of the demands is that there are differences in treatment (appreciation disparity) and existing conditions. Therefore, many community leaders consider that by making South Papua a province, the problem of regional disparity can be resolved so that equitable development can occur. The chairman of the Papua Student Conference / KMP Indonesia, Moytuer Boymasa, acknowledged that there are still regional disparities in southern Papua, giving rise to the desire to overcome these problems with regional expansion(Jawapos, 2023).

The view that there is still a large distance of regional inequality in Papua Province (the parent province before South Papua) was clearly felt when President Joko Widodo issued Presidential Regulation No. 63 of 2020 which contains a list of disadvantaged areas. The data states that those included in the disadvantaged regions in Papua Province in 2020 reached 22 (twenty-two) districts / cities even though the total number in Papua Province was 29 (twenty-nine) districts or cities. The regencies that are now South Papua Province, namely Merauke Regency, Asmat Regency, Mappi Regency and Boven Digoel Regency in 2018 were all underdeveloped regions. The regional disparity is then very pronounced when looking at the overall underdeveloped regions, only the city and large areas are not included as underdeveloped regions including Jayapura city as the center of the regional government of Papua Province.

## **THE URGENCY OF THE POLICY OF ESTABLISHING A SPECIAL AUTONOMOUS REGION OF THE PROVINCE OF SOUTHERN PAPUA**

### **Low Human Development Index**

The Human Development Index (HDI) is the basis for seeing the urgency of forming new autonomous regions. This is because the HDI is a reflection of the level of community welfare, as well as a measure of the progress of a region. A low HDI value is evidence of inequality in development in the region so that further handling is needed to increase the HDI value to be higher. The low HDI also indicates the complexity of the problems in the region and shows that there are still structural constraints in it. In Papua Province (the Parent Province before the existence of South Papua) the HDI value is not considered too good. The poor HDI value reflects the challenges and complexities in the welfare of the people in the Papua region. In the last ten years, the HDI value of Papua Province is still below the national average (BPS Prov.Papua, 2022). BPS data shows that the HDI in Papua Province is still far below the national average. For example, in 2020, the national HDI was 71.94 while in Papua

Province it was only 60.44. Papua Province's HDI even in 2020 showed a decrease in the HDI figure by 0.40 points, while the national average showed an increase of up to 0.3 each year. The HDI in Papua Province has also been the lowest nationally in the last three years (Prov.Papua., 2022).

The HDI value in Papua Province ranks the lowest in Indonesia. Of the thirtyfour provinces in Indonesia in 2019-2021 Papua was ranked 34th or the lowest for three consecutive years. Even with the granting of special autonomy status, the HDI in Papua has not experienced a significant increase. This is different when compared to the granting of special status to other regions in Indonesia. For example, the granting of specificity given to Aceh, DI Yogyakarta, DKI Jakarta, which actually gave a fairly good progress increase in HDI. The HDI figures in the data above also show the far aspects of equity and welfare in Papua compared to other provinces in Indonesia. If examined more deeply related to the regions in South Papua Province, the HDI in Merauke, Asmat, Mappi and Boven Digoel Regencies is considered to be still below the national average which makes it urgent to establish South Papua Province(Prov.Papua., 2022).

The regencies that were later formed into South Papua Province all still have HDI values below the national value. Only Merauke district is close to the national average with an HDI value of 71.94. Other districts have values that are very far below the national HDI value. The lowest HDI value is Asmat Regency with an HDI value of 50.55, then Mappi Regency has an HDI value of 58.15 and Boven Digoel Regency has an HDI value of 61.53. It is known that HDI is seen from three variables, namely economy (real income per capita) education (average length of schooling) and health (life expectancy). BPS Prov.Papua data (2021) shows that the average number of years of schooling in the four districts is very low. The highest length of schooling only reaches 8.78 years, namely in Boven Digoel Regency, while the lowest is in Asmat Regency around 4.94 years. Mappi and Merauke are 6.31 years and 8.72 years respectively. Life expectancy in the four districts is also low. of the four districts, the highest is only about 67.00 years in Merauke Regency while the lowest is 58.05 years in Asmat Regency. The per capita income of Boven Digoel and Merauke districts is quite high at Rp 72,990,902 and Rp 67,468,979 per year. The high income is proportional to the high cost of living and the Construction Cost Index (CCI) in the Papua region. However, with the high cost of living and IKK in Papua, per capita revenues in Asmat and Mappi districts are very low at IDR 22,784,724 and IDR 26,939,845 per year. The overall data shows that in the four districts the fulfillment of the basic rights of the population there is still low and unequal.

The formation of a new province in the four districts into South Papua Province is considered urgent to do in order to overcome the above problems. The existence of a new autonomous region can make it more proactive in dealing with development problems, especially in areas that cause low HDI figures. The existence of the new

autonomy of South Papua Province in the region will also have an impact on policies that are more responsive and right on target in accordance with the aspirations and needs of the people in the four districts.

### **Lack of Maximal Regional Financial Governance**

Regional financial governance is an important thing to consider in relation to regional government management. Local financial governance acts as the main basis for carrying out government functions, development and public services in the regions. The effectiveness of regional financial governance allows local governments to plan, implement and supervise the optimal use of financial resources in the regions. Good local financial governance is also the basis for strong transparency and accountability so that local communities are easy to access and then create more effective social control. Poor regional financial governance has a significant impact on development policies and welfare in the regions. The formation of a new autonomous region ultimately becomes urgent if regional financial governance shows significant weaknesses in its management. In relation to Papua Province (the parent province), there have been many evaluations of regional finances from various parties. The evaluation assessment shows that with such large regional finances, the existing development in the province is still considered not optimal enough (Safa'at, 2014). It should be noted that since the enactment of Law no.21 of 2001 concerning Special Autonomy, Papua Province has the right to additional funds, namely the special autonomy fund, which is equal to 2% of the national general allocation fund which is then mainly channeled for education and health. After the revision of Law No. 21 of 2001 with Law No. 2 of 2021, the funds increased again by 0.25% or to 2.25% and health financing of around 20% (Law No.2 of 2021).

The amount of special funds received by Papua Province is a form of government effort to reduce regional disparities in Indonesia. The amount of special autonomy funds has increased every year, in 2014 the special autonomy fund in Papua Province amounted to Rp. 4,777,070,975,000, which in 2020 increased to Rp. 5,861,910,600,000,-(BAKN, 2020). According to the Papua Province perdasus Number 13 of 2016 concerning amendments to perdasus No. 25 of 2013 concerning how to distribute, receive and manage finances, the special autonomy funds are divided by management to district / city governments in Papua with a portion of 80% of the funds, and then the rest becomes a special provincial fund. The regulation also regulates the limits of the use of fund allocations, namely in education by 30%, health 15%, people's economy 25% and infrastructure development 20%. Not maximizing the regional financial governance of Papua Province can be seen in the amount of budget allocation that does not comply with the regulations of Law No. 21 of 2001 and perdasus no. 13 of 2016.

There are still regions in Papua Province that do not allocate 30% of the funds received for education. The realization of education funds in Papua Province only reached 22%. As for health, there are still regions in Papua Province that allocate less than 15% of their funds. However, the overall realization of the percentage reached 19% or exceeded the minimum limit in the legislation. Poor regional financial governance in Papua Province can also be seen in how the level of financial independence in the Papua Provincial government has a very low status (Hidayat.K.F., 2022). The lack of maximum financial governance is also evident when there are still 51.7% of regions in Papua Province receiving a disclaimer / adverse opinion on their financial reports in 2018. as well as the lack of maximum budget absorption from the non-implementation of local government programs so that the remaining funds in Papua Province are quite high reaching 5.4 Trillion in the last seven years. And to facilitate monitoring of corruption prevention, the KPK released the monitoring center for prevention scores. In the monitoring center for prevention, Papua Province ranks second lowest after West Papua throughout Indonesia (Hidayat.K.F., 2022).

The urgency of the formation of a new autonomous region of South Papua is caused by the lack of optimal regional financial governance of Papua Province (Parent Province). The lack of maximum regional financial governance which can be seen from the low efficiency of budget use results in funds that should be used for the public interest being wasted. So the formation of a new autonomous region will make regional financial governance leaner and more focused and efficient in accordance with the needs of the community at the local level.

### **Lack of Equitable Infrastructure Development**

The urgency of forming a new autonomous region of South Papua Province can occur due to the lack of equitable distribution of infrastructure development in the Papua region. Since the existence of Law No. 21 of 2001 concerning the special autonomy of Papua Province, there has indeed been an increase in regional infrastructure development, but there is still no equal distribution of development in certain areas, especially in areas that are now South Papua Province. Whereas the function of the implementation of regional autonomy is to improve welfare and services to the community and equitable development. The responsibilities given by the center to autonomous regions are sometimes neglected as evidenced by the fact that there are still regions that have not been able to develop properly (Zuhro, 2018).

The success or failure of local governments in equalizing infrastructure development can be seen from the state of the basic service infrastructure provided. Basic service infrastructure in Papua Province is divided into three, namely education, health and economic infrastructure. BPS Prov.Papua data (2020) that villages / subdistricts in Papua Province that have educational facilities at the basic level as a whole the percentage reaches 38.87% and only large districts / cities the percentage is

above 50% even up to 90% more. Inequality in the development of educational facilities in Papua still occurs, in Puncak Jaya Regency villages / sub-districts that have basic level education facilities only reach 8.61%. in the area that was later formed as a new autonomous region of South Papua Province, the percentage was above 50%.

At the junior high school level, villages in Papua with education facilities at this level have a percentage of 11.07%. The data also states that only Jayapura City has villages or sub-districts with education facilities at the junior high school level with a percentage of more than 50%. In addition, the districts that later became the new province of South Papua all have a percentage of less than 30%. At the high school, senior high school and vocational school levels, the percentage of villages in Papua Province that have these educational facilities is 4.09% and 0.34% and 2.20% respectively. the percentage of villages that have educational facilities at this level in the districts formed by South Papua Province is quite low. even in Asmat District, the percentage of high school, senior high school and vocational school educational facilities per village is only 0.90%, 0.00% and 1.36%. inequality in infrastructure development is prevalent in Papua province. many educational facilities only occur in large districts/cities in Papua province. educational facilities are dominant in Jayapura city, which is also the center of the regional government of Papua province. in addition to inequality in infrastructure development in the education sector, inequality also occurs in the health sector.

hospital health facilities, in 2020 there were around 45 hospitals throughout Papua. of these the highest percentage was in Jayapura City with eight hospitals or a percentage of 17.95% and there are still several districts that do not have hospitals. Regencies in Papua that do not yet have hospital infrastructure facilities include Waropen Regency, Yalimo Regency, Puncak Regency. Meanwhile, the districts that later became part of South Papua Province all have hospital facilities but only one in Asmat and Mappi, two in Boven Digoel and 5 in Merauke. Then in specialized health facilities, namely maternity hospitals in Papua, there are only in Mimika Regency, other than that there are no more. In puskesmas facilities, which are first-level health facilities whose role is very important, also experience shortages and inequality in number, the percentage of villages that have puskesmas in Papua Province is 8.10%. In the districts that later became the new province of South Papua, the percentage per district is very low below 20%. Meanwhile, Jayapura City has the highest percentage at 33% and the development gap is visible when comparing Jayapura City with other districts where the percentage is only 3.09%, namely in Intan Jaya Regency. The lack and inequality of infrastructure development in Papua also occurs in the economic sector.

BPS Prov.Papua data (2020) shows that there is still a lack and uneven development of infrastructure facilities in supporting the economy of the people in Papua. the percentage of villages that have a market as one of the places of economic

circulation in Papua in terms of permanent infrastructure facilities is only around 1.10%. There are still many regions or districts that do not have permanent market building facilities. For the area that later became the new province of South Papua, three districts have a percentage of less than 1%, namely Asmat, Mappi, Boven Digoel while Merauke has a percentage of 2.63%. Papua also has gaps in market building infrastructure facilities. When viewed, Jayapura city has a percentage of 15.38% and several districts in Papua have a percentage of 0.00%. This shows that Jayapura city is the most well-developed and far from the other regions in Papua.

The lack of equitable distribution of infrastructure development is an urgency in the expansion of the new autonomous region of South Papua. This is because the lack of equitable development causes economic and social disparities that are quite high and significant. Asmat, Mappi, Boven Digoel and Merauke regions that lack basic infrastructure development facilities experience limited access in several ways including education, health and even economic limitations. This not only hampers population mobility but also limits economic opportunities and growth in the region. With the establishment of the new autonomous region of South Papua Province, the local government can design policies related to infrastructure development that focus on welfare and equality between regions in South Papua so as to achieve more inclusive growth at the regional level.

### **Organizational and Managerial Governance Issues of Local Government**

The urgency of forming a new autonomous region of South Papua Province is caused by governance problems that exist in Papua Province (the parent province). According to Akmal Malik, who is also the Director General of Regional Autonomy, Ministry of Home Affairs (Kemendagri), assumes that problems related to governance are the biggest problem facing Papua. Connecting to this, he added that dissatisfaction with the reality of poor governance had an impact on dissatisfaction until a necessity arose in the formation of a new autonomous region in South Papua (Jingga, 2021).

The lack of optimal governance in Papua Province (as the main province before the existence of South Papua) is one of the reasons why Papua is still a disadvantaged region in Indonesia compared to other regions. Papua Province's government managerial is the worst in Indonesia. In terms of compliance in submitting regional revenue and expenditure budgets, in 2021 there were at least 33% of regions in Papua Province that did not comply or did not meet the criteria set by the Ministry of Finance. The implementation of financial administration in Papua Province is arguably still not optimal. Papua Province has indeed recorded an unqualified opinion in its financial statements. However, there are still 51.7% of districts / cities that still get status as disclaimer and adverse opinions in regional financial reports from 2014 to 2018 (Fauzia, 2021)

Then the lack of maximum organizational and managerial governance in Papua Province can be seen in the remaining special autonomy funds that have been budgeted by the central government for the distribution and welfare of the Papuan people are still quite high. The average remaining funds have reached 528.6 billion per year since the existence of the special autonomy budget. Even in 2019 the remaining funds reached 1.7 trillion (Hasibuan, 2021). The remaining funds that are so large should be maximized in meeting the needs of the Papuan people to catch up. In the monitoring for prevention score issued by the KPK, Papua Province received the second lowest score in Indonesia, namely 34% (Tua, 2022). The low monitoring for prevention score obtained by Papua Province shows that the local government has not been able to have a good regional system and governance to prevent acts of corruption within the regional apparatus. The low monitoring for prevention score also shows that Papua Province is the region with the second highest potential for corruption in Indonesia.

The lack of optimal governance of government organizations in Papua Province can also be seen from the long legislative process in its formation. In 2021, before the establishment of the southern Papua Province, there were still four special regional regulations or Perdasus that had not been stipulated even though they had long been mandated in the special autonomy law (Goo, 2022). This has caused a vacuum in local government regulations. Apart from these problems, spending on education and health in Papua is also very low, in 2021 it was recorded that only 13.8% of spending on education and health was 8.7% of the APBD. Even though the conditions of education and health in Papua Province are very bad and even the development of the education and health sectors does not reach small areas.

Problems with Organizational and Managerial Governance of the Regional Government of Papua Province are one of the causes of the urgency of forming a new autonomous region of South Papua Province. the lack of optimal governance in the regional government of Papua Province can be seen from the poor regional financial reporting system, budget allocation, equitable development, and slow regulation making by the Papuan government. The formation of the new autonomous region of South Papua is urgent to improve organizational and managerial governance at the local level so that it is more efficient in carrying out public services. By breaking up the Papua Province which is so large into several regions including South Papua Province, it can make the government system more effective and responsive to the needs of the people of Merauke, Asmat, Mappi and Boven Digoel.

## **CONCLUSION**

Ratification of law number 14 of 2022 The formation of the new autonomous region of South Papua was initially raised by Papuan community leaders who came to a discussion at the palace with President Joko Widodo in 2019. At the meeting, Papuan

community leaders demanded the formation of new autonomous regions in Papua, including the formation of South Papua Province. The demand for the formation of a new autonomous region of South Papua is then increasingly being carried out by various groups of people. The author analyzes the background of these demands from three dimensions, namely, the political dimension, the administrative dimension and the regional gap dimension. In the political dimension, the background to the demands for the formation of South Papua occurs because of the concern of central and regional political figures for the welfare of the people of South Papua. In addition, there are interests of political figures to enlarge new spaces of power. From the administrative / technical dimension, the background of the great diversity of society and the vast territory in Papua Province has led to the desire to form a Papua Province based on the customs of the *ha anim* community. Then from the dimension of regional disparity, the formation of the Province of South Papua is motivated by the gap in development felt by the people of South Papua.

The government then on July 25, 2022 the government authorized the formation of a new autonomous region of South Papua. The author conducted an analysis to see the urgency of the formation of South Papua. From this analysis there are four factors that cause urgency in the formation of a new autonomous region of the Southern Province. First, the low Human Development Index in Papua, especially the South Papua region, which shows that the welfare of the people there is still very lacking. Second, the lack of optimal regional financial governance of Papua Province (the parent province) which results in slow development in the South Papua regions. Third, the lack of equitable infrastructure development in the South Papua region. Infrastructure development tends to be good in areas close to the center of government, namely Jayapura City and its surroundings. Fourth, poor organizational and managerial governance in the Papuan regional government which hinders regional progress. These four factors then make the urgency in the Formation of the New Autonomous Region of South Papua.

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