

## Repositioning Sub-District in the Orbit of Village Autonomy Circle: A Case Study in Jayapura District, Papua Province

Akbar Silo

Faculty of Social and Political Sciences, University of Cenderawasih, Jayapura, Indonesia

---

**Abstract:** This study examines the position of sub-districts in the implementation of village government or “Customary Village” in Jayapura District, aiming to analyze the existence of sub-district in performing its duties to coordinate public activities; control, monitor and evaluate the implementation of “Customary Village” governance. The scope of this study includes 4 sub-districts with customary village government: East sentani, Nimboran, Raveni Rara and Kemtuk. It also includes regional work units such as offices and departments. This study used mix-method-sequential explanatory design with the analytical construction of quantitative-qualitative combination that supports the analysis. The result of the study shows that the delegation of authority has been executed, yet it has not been optimum (60.40%). Statistically, it can be generalized that each indicator included in the model has the capacity to reasonably explain exogenous and endogenous latent variables. Based on the empirical strengthening model of sub-district, the reposition of sub-district authority is vital to optimize the implementation of Camat’s duties, thus improving the role of sub-district. Accordingly, the impact of power-variable tends to be positive and most-valued of all variables (0.318). This is obtained after adding the sub-district funding, allocated for infrastructural improvement (work equipment) and resuscitating human resources and sub-district institutionalization. To maximize the functions of sub district, its funding, power and Camat’s functions need to be strengthened to its fullest, knowing that those three variables retain significant total effect, i.e., 0.423, 0.198 and 0.620, respectively.

**Key words:** Authority, government, village, Jayapura District of Papua, strengthened

---

### INTRODUCTION

Nearly two decades since the establishment of the Jayapura District government, a number of developmental community-based approaches have been done. For five years ahead, those empowerment programs were done intensively, launched by Jayapura district government as well as those facilitated by both central government (through PNPM Mandiri) and Papua provincial Government (through RESPEK-PROSPEK). All were based on community empowerment and village government. However, from a long course of experiences, several crucial aspects remain requiring improvements in particular a practical framing in two narrowing dimensions: first, the institutionalization of development program, framed on the system of organizational and managerial planning authority. This includes formal status (regulation) functional-structural, governance, leadership and resources. Second, the internalization of empowerment values, referring to each actor’s commitment to apply values as reflected on behaviors for productive and innovative creation to implement programs and activities and utilize the budget effectively, efficiently, transparently and accountably.

Having that in mind, some regulations have indeed close relevance and coherence with the community-based and village government programs, vigorously worked on by the central government, Papua provincial government and Jayapura district government in the last few years. These regulations are based on the approach with the tagline: “building from margin to center, building from rural to urban areas”. In line with that, along with the 2012-2017 vision of Jayapura District government, the spark for initiative and creativity in delving and growing seeds of local wisdom optimally is highly encouraged.

Moreover, it has been thoroughly performed through program interventions and more realistic activities by the closest governmental institution with “village development regions”. Many forms of those interventions and activities have been executed by Jayapura district government but the results are yet considered satisfying.

Now, different approaches positing village people as the subject of development have been put to the grand scheme. The concept “Developing village” (Desa Membangun) (instead of Village Development/ Membangun Desa) is the most recent approach being

socialized as a mass movement, relevant to the idea of people-centered development (Korten and Klaus, 1984). Developing Village is a mass movement in the framework of manifesting the mandate of law number 21 year 2001 on special autonomy for Papua Province, upholding village autonomy with its indigenous characteristics. Furthermore, the local wisdom in Jayapura district should be given more spotlights to create trademark on the indigenesness of the respective village.

At the same time, a movement to revive "Indigenous Village" or "Customary Village" is thrived as a logical manifestation of the will to place "local wisdom" as the foundation of strong construction of "shared home" in the village.

Furthermore, in terms of repositioning the context and content of "Developing Customary Village", Jayapura district government is still facing managerial and functional-structural problems. Such repositioning thus requires systemic adaptation and new patterns of management and organization where the position of sub-district becomes vital as stated in law number 23 year 2014. In fact, in 2010, regulation of the Minister of Home Affairs (Permendagri) number 4 year 2010 has postulated guidance on the integrated administrative service that requires delegation of authority from regent to Camat.

This is done by highlighting the efficiency and effectiveness of sub-district service as well as its suitability with standards for service and the apparatus job description. Its repositioning as the center of development proves fittingly right in terms of not only governmental administration but also village management. It also functions as the connecting institution for (customary) village government. Therefore, the knot of development in this district shall be placed in sub-district, where the Camat will exercise its authority, similar to that of president, the governor of Papua, regent of Jayapura district for general affairs with regard of its role as coordinator of national insights, interracial harmony, religious concord and other ethnics to embody stability of local, regional and national security.

Camat own the room for creation to implement any existing governmental and managerial functions to embody public service as well as community empowerment, spread across villages as stated in law number 6 year 2014 on village. The sub-district is required to manage internal potentials and the village with its surrounding's multi dimensions. Therefore, it is necessary to retain reasonable managerial skill both in planning, organizing, actuating and controlling. It is important for the managerial system of the sub-district system to operate. A large proportion of authority relevant to the functions mentioned above shall be "delegated

to sub-district" followed by budget from National State Budget (APBN) (delegation of authority on de-concentration) and Regional Government Budget (APBD) (delegation of authority on decentralization). Therefore, the implementation of sub-district opens room for innovation in providing public service and effectively and efficiently empowering village people.

Sub-district's lack of will to perform their duties well in Jayapura district should be of dire concern for government and stakeholders, knowing that it is important to perpetuate developmental strategy that relocates new developing center to villages. In addition, "Customary Villages" are the main part of the strategy. The position of sub-district lies in the orbit of village autonomy circle because of its dilemmatic condition to play role as technical institution with the same level as regional work unit (SKPD). This goes hand in hand with law number 23 years 2014 and government regulation number 18 years 2016. As the coordinator of regional development, sub-district shall be given terms of reference of duties, carrying 3 kinds of authority (attributive, delegation and mandate) with the purpose of: accelerating the decision making related to society's interest and needs, reconciling governmental service, preparing government leaders and narrowing control range from regent to village. However, the role's boundaries and scopes are not elaborated. In such position, the existence of sub-district has not been considered the "main actor" to the success of "Developing (Customary) Village".

In line with that it is important to do a study useful to reposition and revitalize sub-district functions, particularly in supporting the implementation of customary village government to its fullest. There are three founding perspectives for this study: first, the management of sub-district position through power-approach, affirming that the strengthening of sub-district capacity could be done through granting rights and duties to sub-district as regional coordinator of Jayapura district governance. Second, the management of sub-district position in terms of governance approach to strengthen institutions and social capital. Third, approach for strengthening sub-district institution through network governance or governmental network perspective.

This study is aimed at providing a document of sub-district capacity building in the (customary) village governance, serving as the recommendation and policy brief for Jayapura district government in the effort of strengthening the function of sub-districts with the goals of: describing and analyzing the existence of sub-district in performing its duties to coordinate public activities; control, monitor and evaluate the implementation of

“Customary Village” government in particula; obtaining basic data of sub-district government implementation according to its duties and functions; for materials of planning, actualizing and evaluating the strengthening policies of sub-districts in Jayapura.

## **MATERIALS AND METHODS**

The scope of activities in this study includes: location: in 4 sub-districts that employ “Customary Village” such as Sentani Timur, Nimboran, Raveni Rara and Kemtuk; object: institutions as stated in Article 209 law number 23 year 2014 as regional unit such as: regional secretary, the secretariat of regional house of representatives, inspectorate, offices; agencies and sub-district. The mix-method approach is used with the analytical construction of quantitative-qualitative combination with the goals of complementing each other’s description of study result on the observed phenomena and of fostering the analysis. The sequential explanatory design used foregrounds quantitative approach to facilitate qualitative study. It was also applied first to find, search and identify factors that affect the strengthening of sub-district capacity as well as society’s response and perception toward sub-district functions thus far.

The descriptive method is used by including some variables and measured indicators, equipped by validation test and data reliability. Data were gathered using survey method and questionnaires. Moreover, the result of the approach was sharpen and justified qualitatively to discover the structural problems thoroughly. Triangulation technique was used for data validation, apart from interviews and focused group discussion. These were used for qualitative objectives to reveal and find profound meaning of specific variables and indicators in a centered discussion. Samples are obtained through multistage sampling with the scope of regions and individuals. In the initial phase, samples of sub-districts were selected based on purposive techniques those with “Customary Village” is taken as the analytical units. Much the same way with the determination of regional work unit, samples are based on purposive, coherence and relevance of terms of reference of sub-district “duties and functions”: village community empowerment agency (BPMPK), regional assets and financial management agency (BPKAD), regional personnel agency (BKD) communication and information agency (badan Infokom) licensing agency, inspectorate, teaching and education department, health department, agriculture department, public works department, communication department. In total, all sampling reaches 48 respondents.

To reach the main goal of analysis we used a model that describes relation among variables that expound past phenomena and predict future based on a series of simplified assumptions, particularly in the effort of improving sub-district capacity. According to the mix-method approach with sequential explanatory design model, after quantitative analysis is applied, the next phase is verifying and justifying the findings with qualitative approach. According to miles and huberman, qualitative research uses data emerging in the forms of words and not a series of numbers. Those data might have been gathered in a number of ways (observation, interview, document, tape recordings) and typically processed right before it is ready to use (through note-taking, typing, editing, or copywriting) but qualitative analysis remains using words which typically arranged in an expanded text. Lastly, the analysis consists of three series of simultaneous activities: Data reduction, data presentation and conclusion-making/verification.

**Theoretical framework:** The context of empowerment closely attributed to the ideas of development is translated in the planning and implementation of policy and different programs. It tends to be partial and disintegrated holistically. As a result, the society gets confused with the diversity of programs in the village in the name of empowerment. At least there are three kinds of empowerment programs that compete with each other in villages these days. Programs like PNPM Mandiri of the central govt., respek program of the Papua provincial govt., empowerment program of jayapura district govt. There is indeed progress achieved by the programs, nevertheless does not fundamentally changing the condition of the village people’s life. The achievement is only contemporary. When those programs come to an end, the position of society will return to its original place; or even conceive a new conflict.

Knowing the failure of that approach, Jayapura district government finds it important to take strategic steps with breakthroughs to find solution for such condition. The main assumption is that the progress of this district is highly determined by the dynamics and development of the villages surrounding it. This is because in that village, there lies a determining indicator of how successful the development that has been put aside. Thus, to manifest the vision of New Jayapura, Jayapura district government put their best effort to fulfill the dimension of reality in terms of empowerment through PRODUK BERSAMA (Integrated Program of Village to Build Independent Society Era). The main problem requiring intensive concern is the readiness of the

institution to put their best effort in playing role as the backbone of such innovation of developmental approach. From managerial perspective, district is an integral part of government system. It is the vanguard for ensuring the success of building new Jayapura out of (customary) Village. In fact, sub-district is yet able to show its capacity in cooperating with other regional work units and become the protector of village government. Sub-district's accompaniment of this development process does not prove to be an achievement as though its role is known more as "the district's doll" than "the village people". Surely many factors are involved. All parties shall avoid "misunderstanding" by not merely passing negative handicaps without firstly looking at the root of the problem. The root must be traced by many scientific-practical approaches to ensure that the remedy goes hand in hand with the diagnosis result. Therefore in the future, a strong sub-district could be established because of its transparency. This study is one of alternatives to design a roadmap to find an exit for the problem circle. It is recommended that the government of Jayapura district follow up this study with fervent commitment and replicate it with other stakeholders.

Terry and Ismanudin (2014) claims that the basics and principals of Managerial Theory underline: "the accomplishing of the predetermined, objective through the efforts of other people, management is a distinct process consisting of planning, organizing, actuating and controlling, utilizing in each both science and art and followed in order to accomplish predetermined objectives". Furthermore, Suradinata (2001) and Susanto (2010) claims general principles of management as follows: authority and responsibility, work division, unity of command, discipline and unity of direction, payroll system, individual dedication for community interest, work mechanism or range, centralization, stability of employee's condition in organization, honesty and justice, spirit of unity and teamwork, innovation, initiative and security. From the basic theory, it could be concluded that in essence, management is a whole process of many efforts to achieve the goal determined by or with others from planning, organizing, actuating, controlling and supervising.

In fact, the sub-districts in Jayapura have not been equipped with organizational resource and adequate management system at present. Moreover, many complaints regarding service in sub-districts such as relatively non-optimum work performance, weak managerial leadership skill and inefficient work arrangement for staffs. Having this in mind, dharmawan identifies gaps between ideal and factual conditions,

relating it to four performance components in sub-districts such as: authority, budget, infrastructure and the capacity of human resource (Dharmawan, 2008; Kurniawan, 2008). Such identification represents the existence of sub-districts in Jayapura, some people consider as "classical". In terms of authority, it has larger possibility to exercise attributive, delegation and mandate authority. However, it is not yet consistent in manifesting KISS (Coordination, Integration, synchronization and Simplification) strategic planning of all regional work units (Marczak and Sewell, 2007; Oberschall, 1978; Schmid 1972a, b). The function of coordination and integration of public activities, management and its control as well as delegation of some relevant regent's authority is still considered inadequate (Scott, 2008). Moreover, it gives the impression that there has been authoritative overlapping between regional work units which have become the main motif of the fizzling performance in the sub-district. Let alone the lack of resource availability (apparatus, budget and facility). To tackle this problem, it is necessary to take more intensive and strategic efforts, for sub-district's image mirrors the quality of Jayapura district government's work performance. The strategy of strengthening "Customary Village" is not fully supported by the research unit structurally and functionally, thus it creates friction on the succession. The strengthening of customary village is only accompanied by relatively minor role of sub-district. Instead when the sub-district is strengthened, the village becomes the backbone for its functions. Therefore, it is right to redefine the role of regional work units, revitalize sub-district role, improve synergy with other stakeholders and holistically foster the village.

Further stated by Antlov and Sutoro that the sub-district does not get much attention being somewhat of the missing level of government in Indonesia. In law 22/1999, sub-districts were just mentioned in one article as district working units. In Law 32/2004, again, the sub-district gets a single article. In RUU Pemda it gets its own section, even though with only six brief articles. Just as with the province, sub-districts are torn between being a territorial unit representing a number of villages and being a SKPD, representing the district government in the sub-district.

But even less so than the province, the sub-district has no autonomous authorities they can decide to carry out, it is only delegated functions. Very few Camat have a voice in district policy making: they are often either young (albeit sometimes upcoming) government officials or ineffective civil servants in need of a place to retire. Furthermore, there are no institutions of accountability at

the sub-district level: as a civil servant, the Camat reports to the district head and secretary. This presents a challenge, since many public services are delivered at the sub-district level, although controlled by district SKPDs. On the other hand, stated also by Antlov and Sutoro that as villages are given more authority over increased funds and larger range of public services, there is a need to balance the increased powers with improved management and accountability mechanisms. Village leadership should be held responsible for how they use the resources and that it matters to improve service delivery. Simply handing over power to the village leaders will not address inherent socio-economic differences and poverty; in some villages it might even exacerbate them. There are legitimate concerns that villages will not be able to manage large inflows of funds and functions. As we have seen above, principles of good governance and empowerment are yet to be fully implemented in Indonesian villages. The village council lacks legitimacy by not being popularly elected and by its limited capacity to oversee the village government. The village government lacks a credible system of financial management. No effective accounting system is in place-mandated today is a simple cashbook of expenditures submitted quarterly to the district government. Village governments are rarely trained in management and administration or how best to serve the community.

In his notes, especially related to public service functions in the village, Simarmata and Yando Zakaria, reveal that the village act not inclusive only by giving them rights and equal opportunities to all citizens/countries, including marginalized groups (Barrows, 2000; Masadeh, 2012). To ensure that marginalized groups acquire rights and equal opportunities, the occasional village Law gives "special treatment". These measures appear in the provisions requiring the existence of an element or representatives of marginalized groups in forums or specific institutions. But in this case the village is still not as advanced law act public service which specify explicitly the special treatment. As already mentioned that this law requires organizers/public services to give special treatment to community groups vulnerable without additional cost.

The sub-district in the structure of regional government is placed in a unique but problematic position, although at the same time opens a promising opportunity to be developed and support the research performance of regional government. On one hand, it is the only regional unit on a territorial level but its position is not regulated under a specific law like village,

district/city and province. On the other, it becomes a platform for all sectors that become the basis of classification in district governance.

## RESULTS AND DISCUSSION

**The authority of sub-districts:** In law number 23 year 2014 on regional government, normative-ideally sub-district has the right for power transfer of some regent/mayor's authority to perform some government affairs that has become part of regional affairs. The power transfer of regent/mayor is done based on the mapping of public service, suitable with the characteristics of sub-district and the public needs to the relevant sub-district. Such transfer gives flexibility for sub-district in Jayapura that has more space to implement all service programs, community empowerment and development which is the embodiment of Camat's duties and functions optimally. However, a study done in four sub-districts in Jayapura visualizes that those constitutional implementation is not fully working. Even if there has been delegation of authority, it has not been supported financially or with infrastructure (work equipment) as stated in previous discussion.

The result of study shows that there is 39.60% respondents who perceive that delegation of authority from regent to sub-district does not go as supposed. This means only an average of 60.40% have stated it has been implemented. Moreover, nearly all respondents claim that delegation of authority and mandate have not been exercised to the sub-districts that is 41.70 and 45.60% that assert similar thing (Fig. 1).

On the other hand for the authority of attribution, there are 62.50% respondents claiming that it has been done as supposed. From FGD result (August 2016), it is also revealed that the delegation of authority from regent to sub-district is considered deficient; in addition it is not yet supported with normative regulation both regional regulation (PERDA) and regent regulation (PERBUP). This situation indicates that the authority of regent is distributed more proportionally to relevant sectors of regional research units. The regent relatively lacks of political will and good will to delegate his relevant authority from some work units to sub-districts.

This can cause sub-district's functional space not be maximally improved. Therefore, it is necessary to optimize the delegation of authority from regent to sub-districts and the political will to help sub-districts become the center of affordable, easy and quick public service. No less important is a stronger will from each relevant

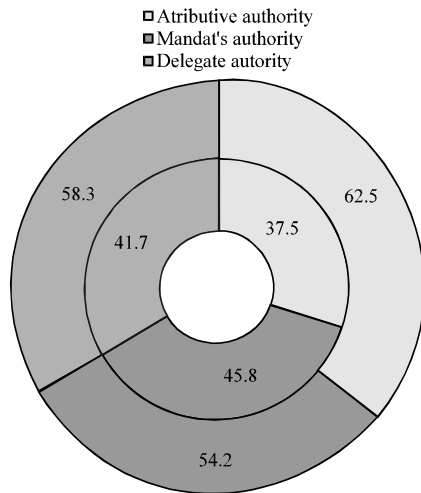


Fig. 1: The perception of regional work unit: the delegation of authority (%)

department to delegate some of technical authority that could be exercised by the sub-district and the availability of financial support suitable with the needs of the authority delegated.

**Duties of Camat (head of sub-district):** In this study, the duties of Camat include coordinating public peacefulness and order, maintaining facilities and public services, applying and enforcing constitutions as well as cooperating at the level of sub-districts including planning, controlling and reporting. Besides, the duty of Camat is to provide service to society and to manage governance of village/administrative village. The effectiveness of his duties as coordinator of all activities in the region, therefore, affects the success of goal achievements of district government. Each Camat must be capable of performing his duties well in the workplace. However, from the study conducted, the duties of the Camat are still considered ineffective. Only 18.8% claiming that the duties have been done well. Other respondents claimed that they are moderately done well. Meanwhile, 20.80% think that they are inadequate and 10.40% others think that they are considerably inadequate.

Camat as the catalyst of sub-district has actualized its coordinating role in the workplace, yet it is still considered inadequate by the majority of respondents. Starting with coordination of public order, maintenance of facility and public service, application and enforcement of constitution, up to coordination of activities at the level of sub-districts, all considered inadequate by 76% respondents in average. One of them claims that this happens because: “the absence of adequate authority hampers coordination in addition it is also caused by

other factors such as not all governmental implementation affairs in sub-districts could be coordinated optimally according to the job description, sub-district staffs are lack of skill of human resource in formulating policies or regulations as well as handling change of rules, the mechanism and work performance are not optimal, the budget allocated for sub-districts is not handled well and the number of facilities in sub-district office is relatively small” (interview, July 2016).

On the other hand in terms of community service and government guidance at least 48% respondents claim otherwise. This is one of sub-district duties to improve in the future in the effort of maintaining and empowering “Customary Village” in Jayapura.

**The function of sub-district:** In Jayapura district, public expectation of significant role of sub-districts is still very high. People tend to set the role of sub-districts as the agency of development, public services and complaints of various social problems as well as the strengthening of village’s indigenous autonomy. Even though based on law number 23 year 2014 on local government sub-district is currently a part of the district/city so Camat is no longer the sole ruler in his/her workplace; it does not reduce the public desire to keep visiting sub-districts for all matters. Compared with other regional apparatus, sub-district also has specificity in the execution of its duties and functions to support the implementation of the principle of decentralization. The specificity includes its obligations to integrate socio-cultural values, create stability in the dynamics of politics, economy and culture and seek the establishment of peace and order in the region as the embodiment of social welfare in order to build integration of territorial integrity. In this case, the main function of Camat in addition to providing services for people includes executing duties of village supervision and also collaborating with other sectors of regional work unit such as education, health, community economy, infrastructure and public facilities in order to create social welfare.

The result of field studies indicates that the functioning of sub-district in Jayapura for the strengthening of customary-based village autonomy consists of 12 segments that appear to be moderately adequate as stated by 77.10% respondents and 14.60% respondents claiming “adequate”. The rest is only 8.20% respondents considering “inadequate”. Furthermore, according to the segment of sub-district’s function, there are quite a lot of respondents considering that the coordination between sub-districts and sectors of regional work unit has been “adequate”. For example in educational sector, 35.40% respondents consider that the

coordination has been “adequate”, especially the coordination of planning, supervising and reporting related to early childhood education programs, 9 years compulsory basic education and informal education. Related thereto, one of informants states that: “Department of education has already had integrated service unit (UPT) so that the coordination between regional work units (SKPD) in sub-district and village run smoothly and adequately. Moreover, public participation and the involvement of the education board in every region are very helpful and support the coordination between department of education and sub-district” (the result of the interview, July 2016).

In addition, informants from department of health, department of public works and housing, department of Agriculture and Department of Communications and Information also share the same perception that so far the coordination between regional sectors and sub-district has run adequately in accordance with its function. This perception is also reinforced by all informants from the studied sub-districts. For example, one from East Sentani sub-district states that: “so far, the coordination between sectoral departments and our sub-district is fine and run well. Usually, if there is a field trip we are informed first by letter of notification or they sometimes directly come to report first. Furthermore, they come to the field together with us and sometimes involve people” (the results of the interview, July 2016).

Similarly, the informant from Ravenirara sub-district explains about the coordination with regional work unit as follow: “so far, the coordination has run well. If they want to come they will definitely let us know first as recently there was some people from department of forestry coming to monitor this cyclops forest from department of education to early childhood education and from department of health to public health center” (the results of the interview, July 2016).

While the informant from Nimboran sub-district states that: “so far, the coordination between regional work unit and sub-district is considerably well established (department of education, department of health and other departments). The coordination also goes very well with security forces such as Indonesian Army or police. However, related to health data, it is never reported to sub-district level so that sub-district does not know exactly about the health data (the result of the interview, July 2016).

Basically, all coordinative functions of sub-district appear to run well, adequately and smoothly. Therefore, the aspects of planning, monitoring and reporting of all activities implemented by regional research unit in sub-district can be done properly and meet the expectation. Nonetheless, there are actually several

informants who consider that the function of the sub-district is still inadequate, indicated by: “many cases of overlapping duties between the sub-district and regional research unit, the evaluation and reporting of sub-district are not maximal and the coordination is not done well due to some external constraints such as problems in the release of indigenous lands, interference conducted by the local society or difficulty in accessing remote sub-district where the transportation infrastructures or facilities are not adequate” (the result of the interview, July 2016).

Furthermore, related to village guidance, especially the “Customary Village”, there are approximately 25% of respondents claiming that it has been adequately implemented by sub-districts. However, this study finds that there is still limited understanding and technical capacity of sub-district officials and departments regarding the “Customary Village”. This is due to the lack of technical assistance and supervision on the mechanisms implementation of regulations or regent’s decisions about “Customary Village” for sub-district officials and related departments. Although the values of the local culture upheld in the establishment of the “Customary Village” have been understood and agreed by each officials they are not uniform; the technical implementation to provide assistance, guidance and empowerment of “Customary Village” is not clearly known. Therefore, it results in non-optimal planning and budgeting related to sub-district’s development programs that support the realization of the “Customary Village”.

**The strengthening model of sub-district:** By using Partial Least Square-Structural Equation Model (PLS-SEM) variables affecting the execution of Camat’s duties and the functions have been observed and analyzed, particularly in the effort of improving sub-district’s capacity for the synergy, coordination and supervision of customary village government. In addition, variables that have the most dominant effect are also identified. Empirically, the first established model involves 30 observed variables to explain six latent variables consisting of 1 exogenous latent variable and 5 endogenous latent variables. The first three latent variables are factors that support authorities of the execution of Camat’s duties and function. Latent variables of funding and sub-district’s capacity are both described by three indicators (manifest variables) while latent variables of sub-district’s infrastructure are described by two manifest variables (Fig. 2).

This model results loading factor that is as satisfying as that of previous model in which coefficient value of each manifest-variable lies between 0.431-0.928 intervals with <0.10 p-value. Statistically, it could be generalized that each indicator included in the model has the capacity

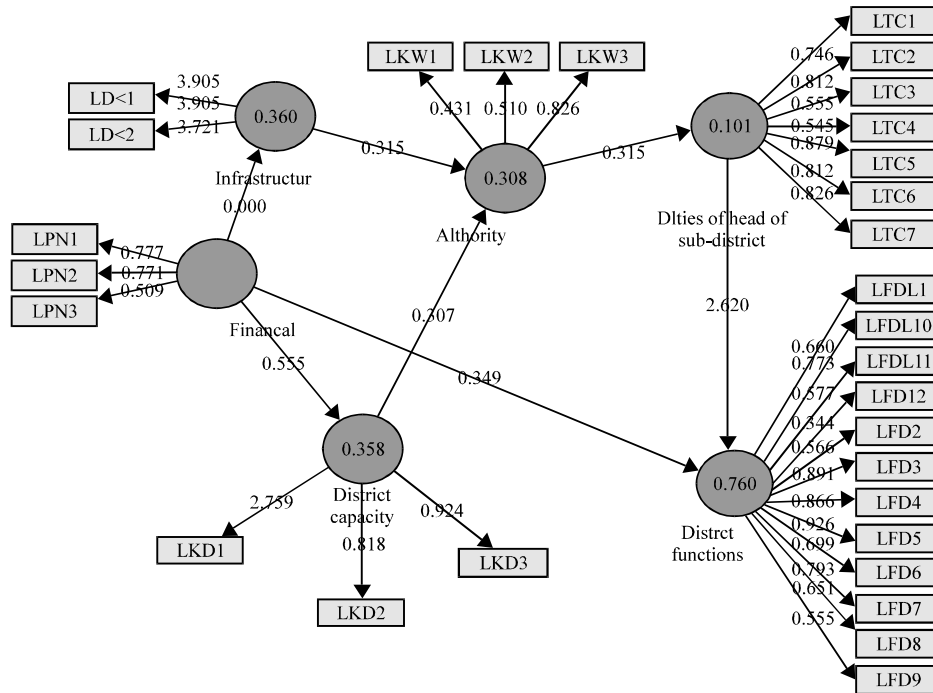


Fig. 2: The strengthening final model

to reasonably explain exogenous and endogenous latent variables. In addition, the result of reliability testing on this second model is also highly satisfying: that based on composite reliability testing all latent variables have coefficient value  $>0.70$  with the highest number is 0.959 for sub-district's function variables and 0.938 for Camat's duties variable. On the other hand, all variables appear to be highly reliable in Cronbach's alpha testing with coefficient value from 0.485-0.923 and  $<0.01$  p-value.

According to path coefficient-original sample, it is detected that sub-district's infrastructure variables (sub-district's work equipment) have the most powerful and highly significant direct effect on sub-district's authority variable (0.318 with  $0.055 < 0.10$  p-value). Because this PLS-SEM model is formed based on data of perceptions by using ordinal scale, the obtained coefficient value cannot be explicitly mentioned by using certain measurement unit like using ratio scale. Nonetheless, at least it can be claimed that its path coefficient value is an index number; therefore if the path coefficient value of sub-district's infrastructure variable to the authority variable is 0.318, it can be identified that if the perception of respondents on of sub-district's infrastructure variable increases 1 point, the perception of respondents on the authority variable is expected to increase 0.318 point. Vice versa, if the perception of respondents on of sub-district's infrastructure variable

decreases 1 point, the perception of respondents on the authority variable will also decrease 0.318 point. The same notion can be applied to all of the next path coefficient magnitude. Furthermore, the effect of sub-district's capacity variable on sub-district's authority variable is also statistically significant with the magnitude of the coefficient 0.307 and  $0.019 < 0.10$  p-value while the direct effect of the authority variable on sub-district's duties is significant with coefficient value 0.318 and p-value reaching  $0.059 < 0.10$ . Finally, the analysis of the direct effect shows that funding variable significantly effects sub-district's function variable with coefficient value 0.349 and  $0.000 < 0.10$  p-value as well as Camat's duties variable with coefficient value 0.620 and  $0.000 < 0.10$  p-value. Focusing on the execution of Camat's duties and functions, it can be said that the variable that has the biggest indirect effect on Camat's duties is the funding variable that reaches 0.1193 while on the function of sub-district is the authority variable that is 0.1976.

Based on the strengthening sub-district model perceived by all respondents above, it can be generalized that empirically, a bigger increase of sub-district's authority is highly required to optimize the execution of Camat's duties because the value of the authority variable's effect appears to be the highest and positive, i.e., 0.318. It can be done by firstly adding the funding of sub-district allocated for sub-district's infrastructural improvement (work equipment) and the efforts to increase



sub-district's capacity (human resources, institution and performance). As for the total effect of the funding variable on sub-district's authority is 0.375. Furthermore, to maximize the functions of sub-district, then its funding, authority and Camat's functions are required to be strengthened to its fullest, knowing that those three variables retain significant total effect-that is 0.423, 0.198 and 0.620, respectively.

Because of the segmentation of sub-district's function including the guidance of "Customary Village" (see previous explanation) then if the authority of sub-district is improved by a more optimal funding, it can increase the functioning of sub-district indirectly to achieve "Customary Village" in Jayapura which is indispensable to the coordination between sub-districts and other related sectors of regional research units. As for the concept of thinking above, it can be obtained by a logical figure of framework that is the dynamic model of the strengthening of sub-district in developing and defining "Customary Village" in Jayapura district. In this model, sub-district is not the main determiner in achieving "Customary Village" because its function can only run if there is delegation of authority from regent. Therefore, the political will of the regent is essential to give a more optimal delegation of authority to sub-districts in terms of defining the achievement of "Customary Village".

### **CONCLUSION**

Based on the analysis as noted earlier, it can be concluded that: sub-district has not optimally implemented its function, due to the limited delegation of authority and lack of clarity of understanding of the authority that has been held today including attributive and mandate authorities in terms of supervising the village and "Customary Village" governments. Therefore, with present condition, sub-districts have not been able to actualize themselves as the spearhead of the success of "Customary Village" supervision; the weak support of budget, human capacity and completeness of infrastructures/facilities of government administration become crucial factors for the emerging dilemmatic conditions; there is "misunderstanding" among regional work unit towards the urgency and the position of sub-districts as the closest regional apparatus to people which actually can play its role as a development coordinator, center for public services and social supervision in the community; the limitation of authority is claimed as the slow response in responding development dynamics so that Camat is not able to adapt to contextual changes, the contents of his/her main duties and the function of sub-district in the form of regulations and its derivatives and the model of the

strengthening sub-district capacity indicates that the authority of sub-district is significantly affected by the variables of funding, sub-district capacity and institutional infrastructure. If the sub-district authority is increased through a more optimal funding, adequate apparatus and fine infrastructure/work equipment, it can directly increase the establishment of "Customary Village" in Jayapura.

### **RECOMMENDATIONS**

Based on the conclusions above, the following are some operational recommendations, it is expected to do a re-consideration on regional regulation about the main duties and functions of regional work units coordinated with regional house of people's Representative (DPRD) of Jayapura district. Its focus is on aspects of division of work and the delegation of authority that are pro sub-districts. With the enactment of government regulation number 18 years 2016 on region, the regent of Jayapura district possibly take initiative to do reconsideration of the government regulation number 17 years 2014 on the duties and functions of the head of region, secretary, head of division, head of sub-division and head of sections in Jayapura district departments. As pro sub-district means regular work units whose conditions of duties and functions can be transferred to sub-district as an integral part of the regent's decree about the delegation of authority to sub-districts. This also means a reconsideration of regent's decree number 31 years 2012 which considers its relevance to the spirit or law number 23 years 2014 and must follow "non-uniform" patterns in which the size of burden carried out by sub-districts should be according to the classification of its type.

Furthermore, it should be sustainably followed up by the socialization in terms of workshop-training, financed annually by APBD so that sub-district and its officials have an adequate level of understanding in succeeding the implementation of its authority received from the Regent of Jayapura.

In order to strengthen the existence of "Customary Village, the regent of Jayapura has better reaffirm his/her commitment in delegating authority of attribution and authority of mandates to sub-districts. Furthermore, the special duty to guide "Customary Village" is charged to the regent and his/her officials as part of the realization of a succession of government affairs and the autonomy of the indigenous village.

Each authority delegated to sub-district will carries appropriate burden capacity and must be followed by the increase of the carrying capacity, the readiness of the apparatus and the provision of infrastructures/work

equipment. Therefore, a rationally structural improvement of “financing the implementation of sub-district authority” is required. To ensure accountability and transparency of sub-district budget, intensive monitoring and evaluation mechanism in accordance with its phase are needed to be applied with the support of ICT systems. Moreover, related to the readiness of Camat and his/her officials, a more focus cadre mechanisms need to be taken, by: Positioning every Camat who has a high commitment to achieve the vision and mission of Jayapura district government has basic competencies and has qualified managerial competency, making sub-district a center of newly promoted ASN cadres in which the early stage of recently received ASN career is distributed throughout the available sub-districts. Thus, the ASN coaching career is started from sub-districts.

Addressing the adaptation policy of governmental bureaucratic configuration in Jayapura as stated in government regulation No. 18 year 2016 on the region, it is expected to be more actively synergized in building a cross understanding of regional work unit and sub-district, related to the rearrangement of the authority and responsibility of the implementation of government affairs, pursuant to law No. 21 year 2001 and law No. 23 year 2014. In this case, a new awareness development is essential to internalize affirmative values in empowerment and protection of village or “Customary Village”. In addition, real and significant contribution is also indispensable in providing a positive proposal in the issuance of Jayapura regent’s decree regarding the delegation of authority to sub-districts. The first step that needs to be done is “re-mapping” the positions in each score of regional work units and classification of their own compulsory affairs and delegative affairs. The classification of these affairs is a basic and essential ingredient that may be proposed to the regent of Jayapura to be reviewed and synchronized, thus it becomes the main payload preparation for Jayapura regent’s decision regarding the delegation of authority to new sub-district.

The internal Improvement within sub-district must be preceded by Camat as an example. Camat and his/her officials should be able to show that they are ready to receive the delegation of authority given by the regent of Jayapura. Camat is supposedly able to motivate his/her officials and make their performance increase so that public services, “customary village” supervision and

development-coordination can be achieved successfully. Moreover, Camat should supervise, monitor and evaluate his/her official’s performances and also be openly responsible for the regent as well as coordinate related regional work units. Therefore, there should be stakeholder’s partnership in sub-districts that can give a real contribution to all implementation of sub-district’s authorities without fully depending on Jayapura district government, since there are many affairs in sub-districts that requires a treatment by fostering the spirit of entrepreneurship in terms of initiatively creative and innovative.

## REFERENCES

- Barrows, C.W., 2000. An exploratory study of food and beverage training in private clubs. *Intl. J. Contemp. Hospitality Manage.*, 12: 190-197.
- Korten, D.C. and R. Klauss, 1984. *People-Centered Development: Contributions Toward Theory and Planning Frameworks*. Kumarian Press, Connecticut, USA., ISBN:9780931816482, Pages: 333.
- Masadeh, A.M., 2012. Focus group: Reviews and practices. *Int. J. Applied Sci. Technol.*, 2: 63-68.
- Oberschall, A., 1978. Theories of social conflict. *Ann. Rev. Sociology*, 4: 291-315.
- Schmid, A.A., 1972a. *Property Power and Public Choice*. Praeger, New York, USA.,.
- Schmid, E., 1972b. *Atlas of Animal Bones: For Prehistorians, Archaeologists and Quaternary Geologists*. Elsevier, Amsterdam, Netherlands, ISBN:9780444408310, Pages: 159.
- Scott, W.R., 2008. *Institution and Organization: Ideas and Interest*. 3rd Edn., SAGE Publications, Los Angeles, California, ISBN:978-1-4129-5090-9, Pages: 267.
- Suradinata, E., 2001. [Geopolitics and geostrategy bags in making the unity integri republic of Indonesia (In Indonesian)]. *J. National Secur.*, 6: 43-53.
- Susanto, D., 2010. [Development strategy capacity building social capital and human resources quality companion agricultural development (In Indonesian)]. *J. Dev. Commun.*, Vol. 08,
- Terry, G.R. and D. Ismanudin, 2014. [The theory and implementation of government management (In Indonesian)]. *J. Aspirations*, 5: 43-53.