

## Revitalization and Role of Sub-Districts as the Center of Development: Study on Papuan Province-Indonesia

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**Abstract:** This study used mix-method-sequential explanatory design with the analytical construction of quantitative-qualitative combination that supports the analysis. Quantitative approach was first applied with survey method and questionnaires as instruments to identify factors affecting the strengthening of sub-district power as well as the society's response and perception toward sub-district functions. It was further investigated by qualitative approach to discover structural problems thoroughly. Qualitative data with interview method and focused group discussion were used for validation. Samples were obtained through multistage sampling including those of regions and individuals. In the initial phase, samples of sub-districts were selected based on purposive technique those with "Customary village" are taken as the analytical units. The result of the study shows that, the delegation of authority has been executed, yet it has not been optimum (60.40%). The functional implementation of the head of sub-district (Camat)'s duties is still considered inadequate, except for public service and village government supervision. On the other hand, the functions of sub-district appear to run smoothly (77.10%), particularly in terms of coordination with the regional work unit. In the "loading factor" model, coefficient value of each manifest-variable lies between 0.431-0.928 intervals with  $p < 0.10$ .

**Key words:** Revitalization, role of sub-districts, center of development, Papua, Indonesia, perception

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### INTRODUCTION

Nearly two decades, since, the establishment of the Jayapura District Government, a number of developmental community-based approaches have been done. For 5 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 (Susanto, 2010; Suradinata, 2001; Ismanudin, 2014). 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 Rudi, 1984; Barrows, 2000). Developing village is a mass movement in the framework of manifesting the mandate of Law No. 21 years 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 indigeneness 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 No. 23 year 2014. In fact, in 2010, Regulation of the Minister of Home Affairs (Permendagri) No. 4 years 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.

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.

## **MATERIALS AND METHODS**

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 (Rohidi, 1992). 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.

## **RESULTS AND DISCUSSION**

**The reality of sub-district strategic position:** The policy of the establishment and the guidance of

“Customary village” in Jayapura District, aiming at improving the absorption of public aspiration of customary landowners, is one of the evident implementations of 5 years development mission in Jayapura District in overall governmental reform for the sake of improving the quality of public services. On the other hand, the village or the “Customary village” is a union territory consisting of autonomous legal community cannot be simply interfered by the regents and their officials in Jayapura District Government environment, even though it is within its workplace. Therefore, the village or the “Customary village” has its own autonomy, an indigenous autonomy, so that it is protected by the Law to manage itself.

The interest of Jayapura District Government to develop its people in the village or “Customary village” can be achieved by considering its alignment with the accommodation needs of people there. The alignment is represented in the governance relationship, referring to the harmony between the indigenous autonomy of the village or “Customary village” and regional autonomy of Jayapura District. It means that in fact the government of village or “Customary village” is not automatically subordinate of Jayapura District Government since it develops administrative system of relationships that are “coordinated”. In this case, the all regional institutions in Jayapura District Government environment (Regional work unit and sub-district), should only function to coordinate all Jayapura District Government policies for achieving its vision and mission. Serious efforts to achieve those goals is a strong evidence ensuring that the “Customary village” should also be able to run its existence by its authority of indigenous autonomy not only by its complete regulatory support.

According to the research result, theoretically, the existence of Jayapura District is greatly determined by four main elements, namely: real authority, the contribution of ready-to-serve apparatus resource, appropriate financial support and representative institutional infrastructures. These fourth aspects absolutely requires the strengthening of regulations in order to get positive energy in enhancing performance, coordinating all aspects of the needs of the community and the government or the village/“Customary village”. It is relevant to Scott’s view who believes that “institutions are comprised of regulative, normative and cultural cognitive elements that, together with associated activities and resources, provide stability and meaning of social life” (Scott, 2008). However, its contextual fact shows that these four elements have not got significant reinforcement while the customary village that has been established is continuously encouraged to improve without any clear direction or goal and guidance. Until

now, Camat still uses deprecated guide of regulatory authority. A decree of Jayapura No. 371 years 2002 on the September 23, 2002 on delegating some government authority from the Regent to Camat is a 14 years legal product that has undergone three periods of valid regulation of local government because there is no policy adjustment to the development dynamics until now.

**The revitalization of sub-district authority:** The implementation of the main sub-district duties and functions cannot be carried out optimally without dynamic revitalization whereas it is a very important factor to consider in responding to the dynamics of institutional change and in improving the guarantee of certainty in achieving the vision and mission of Jayapura District Government. Therefore, the future policy implications requires a follow-up as a joint motion to comprehensively reform sub-district institutions by urgently making the aforementioned four elements as the main pillars to sustain the will to develop Independent Village or “Customary village” (Korten and Rudi, 1984; Barrows, 2000).

As a regional apparatus that is an integral part of the district with the approach of work area instead of administrative area as stated in Article 226 of Law No. 23 years 2014, sub-district as the implementer of decentralization principles receive the delegation of some authorities granted by the Regents to conduct public government affairs, related to regional autonomy (including special autonomy). It means a very good signal for sub-district to obtain delegative/derivatives authority which can be value added to the attributive authority it has. In this case, the attributive authority of sub-district is a special authority (indigenous-original) attached to the post and officials of the Regent of Jayapura and can be delegated to sub-districts for example, the implementation of public government affairs regulated in Law No. 6 year 2014 on village which is relevant to the Regent Decree No. 319 on the Recognition and Protection of Customary Peoples as well as the Regent Decree No. 188.4/298, 188.4/299, 188.4/300, 188.4/301 on the recognition and establishment of village Makiwa, Necheibe, Ketemung, Bundru as the “Customary village”.

To delegate authority to sub-districts, Jayapura Regent should earnestly consider the degree of matters that should be handled by each sub-district (large or small workloads). Moreover, the sub-district type of this study samples is specifically represented. Therefore, the delegated authority should not use the same pattern but vary according to the type of the sub-districts. Furthermore, for its implementation, Camat requires organizational support in the form of regulations such as

Table 1: Preconditional model of sub-district revitalization in Jayapura District

Aspects	Regulative	Normative	Sub-district vitalization
The basis of legitimacy	Regent regulation that is in accordance with sub-district types	The consistency of the policy	Delegative and attributive delegation of authority and mandates
The guide of mechanism	Clear binding regulation	Decency on the commitment of the vision	Adaptation schemes beyond work culture
Indicators of success	Administrative reward and punishment or legal consequences	Honor and shame culture, morality	Certainty of the Attitude and the rationality of change actions

Regional regulation for the establishment of the same organizational primary duties and functions as those of regional work unit including finance, apparatus resource and adequate infrastructure/facility. This can be only achieved, when it meets the main preconditions, namely: the political will of the regent of Jayapura to do sub-district organizational rearrangement in Jayapura accompanied by delegating some governmental authority to sub-districts; administrative commitment of the Regent of Jayapura to make sub-district a public service center, the willingness of other regional work units to delegate similar technical authority that can be run by Camat and his/her officials, through a decision of the head of the region and the budget support, competent apparatus resources and adequate infrastructure/work facility (Ismanudin, 2014; Rohidi, 1992; Schmid, 1972) (Table 1).

However, it is also necessary to carefully consider the possibility that will lead to inefficiency and ineffectiveness due to duplication of duties and any other policy that requires an affair drawn up such as about administrative matters of residence as ruled in Law No. 23 year 2006 on administration population as well as land affairs and elections. Related to this, based on the results, its preconditional model can be developed.

This model requires the importance of legitimacy, a guide of mechanism and its indicators of success. On regulatory aspects, it starts with the provision of Regent Regulations regarding the delegation of authority that is in accordance with the types of sub-districts, followed by its certainty of validity by all concerned including other, regional work units, the government of the village or the "Customary vilage" and the stakeholders. Its performance is measured through monitoring and evaluation by taking reward and punishment into account. At the level of the normative footing, it requires the consistency of the policy and dependency on the commitment of the vision and mission of Jayapura District Government as well as the joint movement to uplift morality honor of the institution through the internalization of shame culture at all levels of government. Meanwhile, at the aspect of the follow-up vitalization of the sub-district, it should be ensured that the delegative and attributive authority and mandates has been relevant to the needs of the sub-district and the village or the "Customary village" and to the adaptation scheme that normally proceeds without any overly interfering rejection. This adaptation scheme

requires fix apparatus resources to do the work culture innovatively and productively and to give attitude certainty and rationality of action towards change (Suradinata, 2001; Susanto, 2010).

In addition, the delegation of such authority should be able to encourage the ease and the access speed for people in the village or the "Customary village" to obtain services as well as giving their participation in developing their village. Thus, if the details of this authority have been based on the "core competence" owned by sub district and in accordance with the potential of the subordinate village and the "customary village" then the policy must be immediately optimized but otherwise should be adjusted as soon as possible. Therefore, the inclusion of aspects of the monitoring and evaluation in delegating that authority is urgent. As for the types of matters that can be delegated is a part of regional autonomy affairs as in the case of licensing, recommendation, coordination, guidance, supervision, facilitation, establishment and maintenance. Moreover, the substantive contents of those affairs greatly depend on the synchronization outcome of "more-authority" from other regional work of units.

With regard to the implementation of the village and "customary villages" government supervision which is one of the "core visions" of Jayapura District Government, it will be better if it is specifically ruled as "authority of mandate" integrated into "attributive authorities". It is because the result of this study finds that the "Customary village" acquiring the recognition of its indigenous rights has not been able to run its specificity well. All observed "Customary villages" (100%) still function as a Village as before. For that reason there should be an improvement by applying "authority of mandate" where a sub-district accepts a new mandate which is an expansion from the already existing mandate with internal and external responsibilities on the given of the mandate. In the operation, this authority of mandate is run by Camat and his/her officials under direct command from the Regent of Jayapura (written or spoken) but the responsibilities are still with the regent.

Based on the research result, an implication of re-structuring Jayapura Districts and sub-districts authority policy is developed as seen in Fig. 1 model on Fig. 2 is supported by Schmid's view asserting that sub-district is seen as an organizational system and a

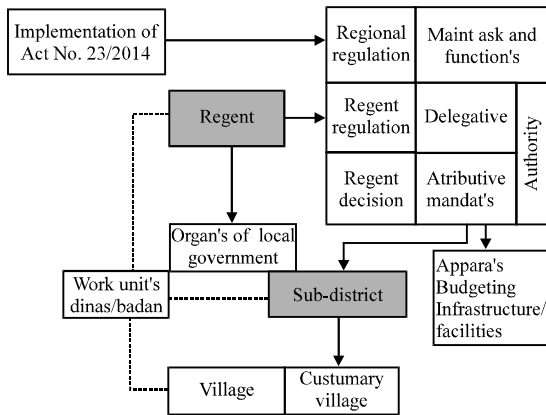


Fig. 1: The sub-district strengthening model to establish “Customary village”

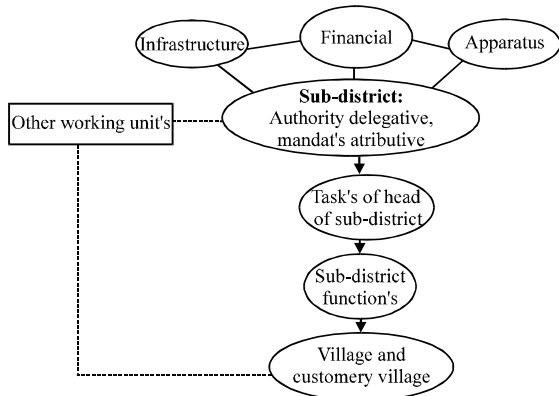


Fig. 2: Coordinative model of sub-district authority delegation

resource control whose performance is determined by a relational pattern with district in the context of regional economy and relational pattern with village in the context of indigenous economy (Schmid, 1972). Therefore, sub-district as a part of Jayapura District should have three main characteristics in implementing its functions and roles, namely: having jurisdictions, property rights and representative rules. The Jurisdictions include the boundary of workplace that is in accordance with authority delegated by the Regent including the authority to rule the relation between the villages or “Customary village” without interfering its indigenous autonomy. In this case, referring to the result of this study, it is proven that the jurisdiction of sub-district’s authority cannot be optimized because of the very limited allocation of resource (apparatus, budgets, infrastructures and facilities provided by Jayapura District Government). Moreover, it is revealed that to implement its authority, sub-district budget allocated by the uniform pattern

policy, worth 700 million rupiahs per year is now inadequate. In fact, this uniform pattern policy is followed by the determination of property rights that sub-districts has a limited capacity in implementing government affairs, regional autonomy and coordinating village autonomy or “Customary village” delegated to it. Whereas, Camat and his/her officials are supposed to implement their additional functions such as: regulating the customary community interaction in their workplace.

**The role of sub-district to manage “Customary village”:**

It is previously stated that the Jayapura District Government has taken strategic steps for the first time by selecting four “Customary villages”: Nekheibe in Ravenirara sub-district, Ketemung in Nimboran sub-district, Bundru in Yapsi sub-district and Itakiwa in Sentani Timur sub-district. In the future, the number of “Customary village” will likely to rise in accordance with the dynamics of aspiration by indigenous people. The emergence of these villages in 2014 simply settles at the acknowledgment status with a nomenclature as its constitutional supplement. There has not been much of structural or functional systemization as well as physical and non-physical improvements. However, it is acknowledged that the existence of these villages derives from the motives of the original community in that village. Therefore, referring to the 2001 Constitution No. 8, 2014 Constitution Number 6 and 2014 Regional Regulation Number 8 about Village Government, the Jayapura’s Regent postulates a decree Number 319 in 2014 about protection and acknowledgement for indigenous people. This is then seen as the renaissance of indigenous people to a new civilization for Papua’s future, where they run their own governance with local wisdom. It alone becomes an inclining proof of the Jayapura District Government to restore customary laws and identities to their own governance.

In accordance with that, future agenda must strengthen position, existence and independence of “customary village” through: first, restructuring and refunctionalization of the “Customary village” government; second, revitalizing the authority of origins and customs. One of crucial aspects in this case is the edification of local entities as a unity of indigenous people who has their distinctive rights as well. Those rights include ownership of land and communal rights which often emerge no matter what. Such authority must be treated as the government’s main functions to be performed consistently by people in the village; third, redistributing the authority of village government along with the autonomy in the context of decentralization as part of acknowledgement by the Jayapura District Government to the village superstructure.

**The role of sub-districts as the center of development:** As an implication of span of control which comes to be one of bureaucratic motifs in the vicinity of the Jayapura District Government, representational centers of development are required to improve quality and affordability of public service. That is to say, with such enough amount of authority, sub-district could fill that position. This notion is thoroughly meant to fulfill coordinative-authoritative substance and management delegated to sub-district. The success of the Jayapura District Government in rearranging sub-district's structure and function could become a strategic step to escort the sub-district to its position as the center of development and public service.

If sub-district has been settled to have authority of delegation, attribution and mandate with rigid procedure, adequate capacity of apparatus, transparent budget rationalization and available facilities and administrative infrastructure, then its role could be optimized to manage, control and supervise the readiness of development and public service in the village and "customary village". Therefore, it shall acquire the power to actuate vision and mission of the Jayapura District Government with local wisdom as the foundation. Based on the research's result, in reality, many parties expect that the sub-district could play the role as the center of public service, for it will centralize the service range in "Gunung Merah". However, some others complain its availability in terms of access. Some more even complain about the low work performance of the sub-district and lagging public service due to two reasons: lack of discipline by sub-district's staff (most of the times they are not around during worktime), not present among the people when needed, lack of understanding of their job description and terms of references of duties. But for all that, sub-district's staffs have their own arguments by proposing reasons on condition, where external motivation factor becomes the trigger. The lack or obscurity of authority postulated in 2012 Regent Regulation Number 371 causes a "dilemmatic condition" which ends up in behavioral changes and paradoxical and inconsistent actions to the commitment of achieving the vision and mission of the Jayapura District Government. Other problems include lack of awareness by the regional work unit to commit to and cooperate with the work division as consented to be the substance of delegation of authority to the sub-district. The fact that the technical implementation unit from the regional work unit has severe lack of awareness to integrate is a strong proof that represents undistributed authority augmentation to sub-district. It is acknowledged that ever since the governmental scope has been relocated to working scope as regional unit, the role of sub-district has

come to be overlooked. Nevertheless, as regional unit in Jayapura District, it is a service sub-organization significantly closer to the "Customary village" or village people.

## CONCLUSION

Based on the analysis, it can be concluded that: 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.

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