

Model of Bureaucratic Behaviour within Regional Autonomy in West Papua Province

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Abstract: *Since being established as a region with special autonomy status in 2001, Papua and West Papua have been in the spotlight of most development observers in Indonesia and even the world. Issues of social and political insecurity in Papua are expected not to be polemic anymore. In other words that there are high hopes for the practice of special autonomy including the practice of bureaucracy in West Papua. Since the reformation was carried out until regional autonomy was implemented, good and clean governance practices have not been evenly realized throughout Indonesia, including in West Papua. Specifically in West Papua, the practice of identity politics in the elections has a major influence on the performance of the bureaucracy as it raises the spirit of primordialism that threatens the performance of the bureaucracy. This study aims to reveal the determinants of government bureaucratic practices in West Papua Province. As the locus of study are Manokwari Regency, South Manokwari Regency and West Papua Provincial Government, while the subject is the State Civil Apparatus in the local government environment. The method used is descriptive narrative method. The results showed the determinants of bureaucracy in West Papua consisted of (1) ASN ethics in paying respect to superiors; (2) honesty to admit deficiencies; (3) the ability to take advantage of opportunities from Special Autonomy; (4) legal certainty; (5) leadership; (6) lack of performance indicators; and (7) apparatus HR quality. Keywords: bureaucratic behavior, special autonomy, performance.*

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1. Introduction

Since being established as a region with special autonomy status in 2001, Papua and West Papua provinces have been in the spotlight of most development observers in Indonesia and even the world. Issues of social and even political vulnerability in Papua are expected to no longer be controversial, as there are high hopes for the better practice of special autonomy granted by the central government of Indonesia.

The implementation of the special autonomy in West Papua Provinces reached 11 years. The government bureaucracy has been experiencing a major structural change. From only three regencies in the 1990s, West Papua Province currently consists of 12 regencies and 1 municipality.

Changes in the government status from regency to the province, or from the sub-district to regency, were followed by changes in the role and function of the bureaucracy. Bureaucracy itself can be understood as a large organization consisting of many people with the responsibility to realize the goals of the organization, government or country (Samir, 2011). This understanding shows that the success of development is largely determined by good and clean bureaucratic practices. The problem then lies in the large number of people with different ideas, so that the bureaucratic system needs to be built on a shared commitment or "collective obedience" to the main tasks and functions of government work. A good bureaucracy is demonstrated by efficient and effective performance in achieving government or state objectives as reflected in planning, budgeting, implementation and evaluation.

Maskun (2008) in his study looked at the influence of the bureaucrats' capacity in budgeting, ethics, bureaucratic culture, and social pressure on financial gap/budgetary slack. This study is a continuation of a number of previous studies which revealed anxiety about ethical actions in budget planning, namely the practice of bureaucracy by subordinates who legalized the habit of marking up program budgets. Ahmad (2008) more firmly regards poor government services as a bureaucratic pathology that has hampered development in Indonesia so far.

Since the reformation was carried out in Indonesia, until regional autonomy was implemented, good and clean governance practices have not been evenly realized throughout Indonesia, including in West Papua. As studied by Snanfi et al. (2018), one of them was the practice of identity politics in the elections which has a major influence on the performance of the bureaucracy. Identity politics in Papua gave rise to a spirit of primordialism which divided Papuans along their ethnicities, but also created a segregation with non-Papuans. The short term interests of regional heads election sacrificed the importance of unity and the spirit of development in the long run. Fanggal et al. (2016) even explicitly points to the failure of development in the period of special autonomy that took place in West Papua entirely as a mistake of the bureaucratic system. Is it true that the bureaucratic system in Indonesia and especially in West Papua cannot be improved? What is the behavior of the bureaucrats in carrying out their duties as state apparatus?

2. Research Method

This research was conducted in Manokwari Regency, South Manokwari Regency and West Papua Province. Manokwari

Regency was chosen deliberately to represent the parent district, which is administratively more organized and experienced in the bureaucratic system. South Manokwari Regency is the opposite, as it represents a newly divided region, and is located in a somewhat isolated area. West Papua Province was chosen as the third locus as an illustration of the performance of all bureaucratic apparatus in all regencies and cities in the area of West Papua Province. Conducted from August to September 2019, this research was a qualitative study with a list of questions (questionnaire) as a guide, while the ethnographic method is used to deepen the data.

The findings of the study, including the results of the interviews, were grouped according to the main themes. The goal is to understand the problems and basic needs of the bureaucrats in running the bureaucratic system. The results of the extraction of ideas or main themes were further reconfirmed through a Focused Discussion carried out on October 1, 2019, at the Mansinam Beach Hotel, Manokwari.

The subjects or unit of analysis includes all government units in the region, especially autonomous institutions that are hierarchically under the regional secretariat. The research subjects are government officials and personnel who work in the various agencies concerned.

The research variables consist of 4 (four) variables with the following indicators:

1) Obedience to Regulations

- a) Commitment to the vision, mission and goals of the organization
- b) Authority and responsibility
- c) Sincerity and honesty
- d) Integrity & professionalism
- e) Creativity and dynamic
- f) Leadership and role models
- g) Togetherness and group dynamics
- h) Accuracy and speed
- i) Balance of intellectual intelligence and emotions
- j) Firmness
- k) Discipline according to SOP
- l) Togetherness through delegation of tasks
- m) Dedication and loyalty
- n) Zeal and motivation

- o) Perseverance and patience
- p) Justice and openness
- q) Mastery of Science and Technology
- 2) Perseverance**
 - a) Special habits that guarantee perseverance
 - b) The ability to affect the perseverance of peer work
 - c) External factors that affect working perseverance
 - d) Passion and enthusiasm for work
- 3) Accountability**
 - a) Realizing the duties and responsibilities
 - b) Attitudes, words and actions
 - c) Responsibility for decision risk
 - d) Be not ashamed to admit mistakes
- 4) Job Satisfaction**
 - a) Conformity of type of work with main duty
 - b) ASN Guidelines for new assignments
 - c) Collegial relationship
 - d) Satisfaction with work benefits
 - e) Be treated with respect and fairness
 - f) Comfort work environment
 - g) Healthy competitive atmosphere
 - h) Room for expression
 - i) Award for achievement

Data was collected through interviews using a questionnaire to echelon III and IV officials and non-echelon employees, while FGD was prioritized for echelon III and II officials. Descriptive method was chosen to explain bureaucratic behavior in West Papua Province, followed by a triangulation method.

3. Results and Discussion

The results and discussion of this study are divided into 3 parts, namely the characteristics of respondents, bureaucratic behavior practices, and analysis of important theme categories.

Bureaucratic Behavior in the Province of West Papua

Bureaucrat's behavior in implementing the bureaucratic system is determined by the variable obedience to regulations, work diligence, accountability, and job satisfaction. The results of the field study are shown in Table 1.

Table 1: Determining factors of bureaucrat's behavior in West Papua Province

| Indicator | Area (%) | | | | | | | | |
|---|-------------------|-------|-------|--------------------------|-------|-------|--------------------------------|-------|-------|
| | West Papua (n=98) | | | Manokwari Regency (n=50) | | | South Manokwari Regency (n=94) | | |
| | N | S | SS | N | S | SS | N | S | SS |
| Commitment to the vision, mission and goals | 1.02 | 28.57 | 70.41 | - | 44.00 | 56.00 | - | 27.66 | 72.34 |
| Authority and responsibility | 1.02 | 45.92 | 53.06 | 6.00 | 44.00 | 50.00 | 3.19 | 28.72 | 68.09 |
| Sincerity and honesty | 6.12 | 22.45 | 71.43 | 2.00 | 46.00 | 52.00 | 4.26 | 22.34 | 73.40 |
| Integrity and professionalism | 2.04 | 33.67 | 64.29 | 4.00 | 52.00 | 44.00 | 3.19 | 43.62 | 53.19 |
| Creativity and sensitivity | 5.10 | 47.96 | 45.92 | 6.00 | 56.00 | 38.00 | 5.32 | 46.81 | 47.87 |
| Leadership and role models | 6.12 | 26.53 | 66.33 | 6.00 | 44.00 | 50.00 | 4.26 | 41.49 | 54.26 |
| Togetherness and group dynamics | 8.16 | 35.71 | 55.10 | 2.00 | 56.00 | 42.00 | 2.13 | 38.30 | 56.38 |
| Accuracy and speed | 8.16 | 36.73 | 53.06 | 16.00 | 54.00 | 24.00 | 5.32 | 57.45 | 36.17 |
| Balance of intellectual intelligence and emotions | 13.27 | 42.86 | 42.86 | 22.00 | 50.00 | 26.00 | 13.83 | 44.68 | 40.43 |
| Firmness | 7.14 | 39.80 | 52.04 | 14.00 | 46.00 | 36.00 | 6.38 | 41.49 | 50.00 |
| Discipline and compliance | 3.06 | 31.63 | 64.29 | 2.00 | 52.00 | 44.00 | 6.38 | 28.72 | 63.83 |
| Delegation of authority | 8.16 | 45.92 | 44.90 | 12.00 | 54.00 | 34.00 | 12.77 | 39.36 | 45.74 |
| Dedication and loyalty | 9.18 | 32.65 | 57.14 | 10.00 | 44.00 | 46.00 | 5.32 | 40.43 | 54.26 |

| | | | | | | | | | |
|---|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Spirit and good motivation | 7.14 | 32.65 | 59.18 | 8.00 | 46.00 | 46.00 | 7.45 | 44.68 | 47.87 |
| Perseverance and patience | 3.06 | 39.80 | 56.12 | 6.00 | 42.00 | 52.00 | 6.38 | 42.55 | 51.06 |
| Justice and openness | 10.20 | 37.76 | 51.02 | 14.00 | 50.00 | 34.00 | 14.89 | 38.30 | 45.74 |
| Mastery of science and technology | 2.04 | 43.88 | 53.06 | 16.00 | 46.00 | 38.00 | 2.13 | 46.81 | 51.06 |
| Special habits that guarantee perseverance | 8.16 | 54.08 | 35.71 | 12.00 | 58.00 | 28.00 | 14.89 | 44.68 | 39.36 |
| Ability to affect the perseverance of peer work | 18.37 | 42.86 | 34.69 | 6.00 | 64.00 | 28.00 | 15.96 | 42.55 | 37.23 |
| Admitting influence of other factors | 18.37 | 54.08 | 23.47 | 14.00 | 56.00 | 22.00 | 24.47 | 31.91 | 34.04 |
| Efforts to increase passion for works | 8.16 | 43.88 | 45.92 | 18.00 | 58.00 | 22.00 | 12.77 | 42.55 | 44.68 |
| Realizing task and responsibility | 2.04 | 33.67 | 62.24 | 2.00 | 42.00 | 56.00 | 2.13 | 43.62 | 54.26 |
| Aware of attitude, statement and action | 3.06 | 40.82 | 55.10 | 6.00 | 48.00 | 46.00 | 2.13 | 43.62 | 54.26 |
| Willingness to take risk and responsibility | 3.06 | 51.02 | 44.90 | 10.00 | 50.00 | 40.00 | 7.45 | 52.13 | 39.36 |
| Prepare to admit wrongdoings | 6.12 | 40.82 | 50.00 | 6.00 | 56.00 | 34.00 | 9.57 | 35.11 | 48.94 |
| Task according to responsibility | 18.37 | 48.98 | 29.59 | 10.00 | 60.00 | 28.00 | 12.77 | 51.06 | 32.98 |
| Being complained | 13.27 | 51.02 | 22.45 | 18.00 | 58.00 | 12.00 | 13.83 | 51.06 | 23.40 |
| Behaviour of work peers and partners | 12.24 | 55.10 | 27.55 | 8.00 | 66.00 | 22.00 | 22.34 | 39.36 | 35.11 |
| Satisfy with work supports | 15.31 | 44.90 | 34.69 | 28.00 | 46.00 | 10.00 | 13.83 | 47.87 | 34.04 |
| Treated justly | 24.49 | 45.92 | 18.37 | 22.00 | 50.00 | 14.00 | 19.15 | 40.43 | 27.66 |
| Secure and safe | 22.45 | 44.90 | 23.47 | 26.00 | 46.00 | 18.00 | 20.21 | 46.81 | 26.60 |
| Possibility of working together | 20.41 | 48.98 | 23.47 | 18.00 | 58.00 | 18.00 | 19.15 | 40.43 | 32.98 |
| Room for expression | 21.43 | 54.08 | 19.39 | 26.00 | 46.00 | 20.00 | 19.15 | 46.81 | 29.79 |
| Appreciation for achievement | 29.59 | 45.92 | 18.37 | 38.00 | 40.00 | 18.00 | 29.79 | 37.23 | 27.66 |

Most of the bureaucrats strongly agree that each of them must have a high commitment to the organization's vision, mission and goals. The answers of the respondents to the indicators of authority and responsibility were significantly strong, indicated from 97.1 percent of them agree or even strongly agree to the statements asked in the interview. Other components also received ideal response. It therefore can be concluded that the knowledge of bureaucrats in West Papua Province about good bureaucratic practices is already owned. This knowledge needs to be further studied with regards on it is implemented daily in bureaucracy.

Analysis of Important Theme Categories

Analysis of the determinants of bureaucratic behavior in West Papua Province was carried out through a descriptive qualitative method, which was later confirmed by the results of a focused discussion (FGD). The qualitative descriptive method utilizes the results of interviews with respondents which are further grouped into the main themes that are most frequently mentioned. These important themes represent real problems or situations that occur in the practice of government bureaucracy in West Papua Province. There are at least 4 important themes obtained from interviews, namely the problem of bureaucratic performance, the quality of human resources (HR), accountability, and good bureaucratic prerequisites. Each theme is then given a meaning/concept derived from the results of the respondents' views which is finally synthesized into a summary in figures 1 to 4.

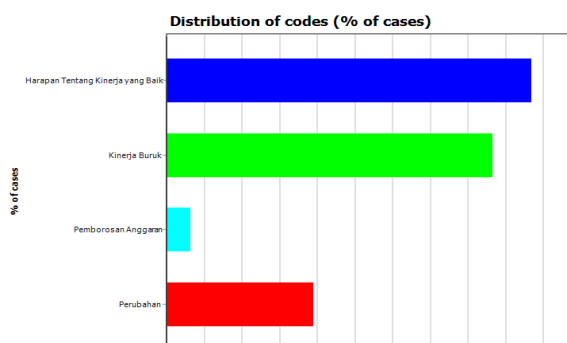


Figure 1: Problems of bureaucracy work achievement

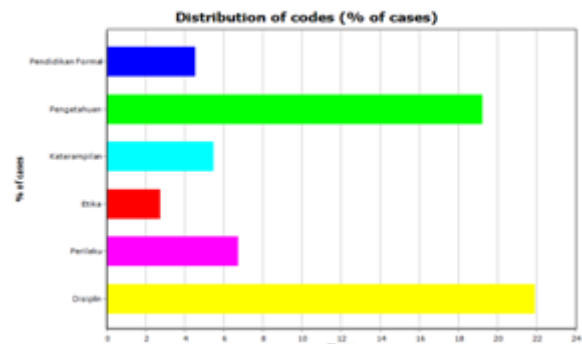


Figure 2: Theme category of quality of human resource

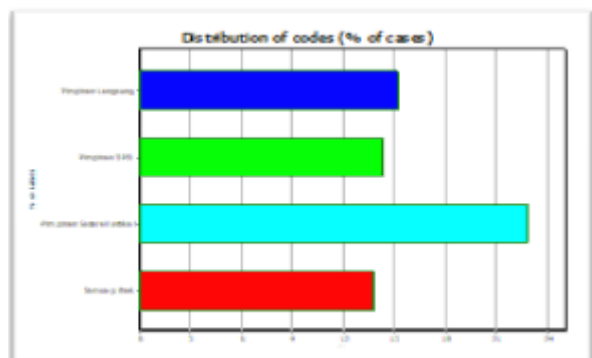


Figure 3: Direction of responsibility

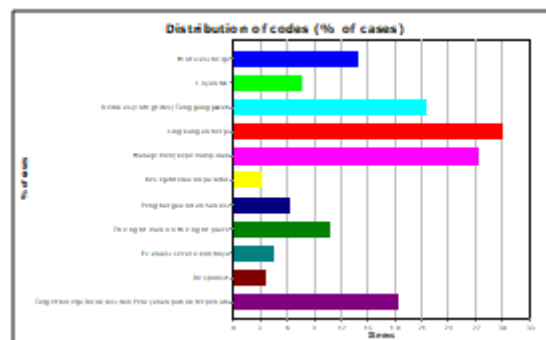


Figure 4: Pre requisites for work achievement

The results of categorizing important themes are then confronted with focused discussion (FGD). The FGD was

conducted on October 1, 2019 at the Mansinam Beach Hotel, Manokwari, involving echelon 1, 2 and 3 officials from West Papua Province, South Manokwari Regency and Manokwari Regency. The results as shown in Table 2.

Table 2: Determining factors for model of bureaucracy in West Papua: Results of Focus Group Discussion

| Determinants | Ranking |
|--|---------|
| Optimization of main tasks and functions | 1 |
| Papuan culture | 2 |
| Work motivation of the bureaucrats | 2 |
| Responsibility for the work | 3 |
| Recruitment system | 4 |
| Willingness to admit shortcomings and efforts to improve | 5 |
| Delegation of authority | 5 |
| Reward and punishment | 6 |

4. Conclusion

This study found that bureaucratic behavior in West Papua Province was still not effective in guaranteeing the implementation of tasks. Determinants of bureaucrats' behavior in carrying out the bureaucratic system in West Papua consist of (1) ethics of the bureaucrats' in paying respect to superiors; (2) honesty to admit deficiencies; (3) the ability to take advantage of opportunities from Special Autonomy; (4) legal certainty; (5) leadership; (6) lack of performance indicators; and (7) quality of human resource. This finding can be used as an evaluation material for the Regional Secretaries to conduct bureaucratic structuring in the West Papua Provincial and Municipality level.

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