

4-3-2012

## Policies in Village Development: Learning from Community Empowerment and Participation in Jayapura

Agustinus Fatem

*Universitas Cendrawasih, Jayapura; Indonesia*

Follow this and additional works at: <https://scholarhub.ui.ac.id/jbb>

---

### Recommended Citation

Fatem, Agustinus (2012) "Policies in Village Development: Learning from Community Empowerment and Participation in Jayapura," *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi dan Organisasi*. Vol. 18 : No. 2 , Article 3.

DOI: 10.20476/jbb.v18i2.986

Available at: <https://scholarhub.ui.ac.id/jbb/vol18/iss2/3>

This Article is brought to you for free and open access by the Faculty of Administrative Science at UI Scholars Hub. It has been accepted for inclusion in *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi dan Organisasi* by an authorized editor of UI Scholars Hub.

# Policies in Village Development: Learning from Community Empowerment and Participation in Jayapura

AGUSTINUS FATEM

*Department of Administrative Sciences, Faculty of Social and Political Sciences  
Universitas Cendrawasih, Jayapura, Indonesia  
agustinus\_fatem@yahoo.com*

**Abstract.** Community empowerment has ample opportunity for accomplishment in the decentralization era and through the implementation of regional and special autonomy in Papua. This research analyzes the influence of community empowerment on community participation in village development in the Jayapura Regency and establishes a model for community empowerment and participation in regional development, using the quantitative approach. Primary data is collected from respondents through questionnaires, interview guides, and on-site observation. Respondents are chosen using the cluster sampling technique (with two or more respondents) to determine sample areas (districts and villages), and respondents from sample villages are chosen using the proportional random sampling technique. Field data is processed and analyzed using the structural path analysis technique and the qualitative-descriptive analysis. According to research findings: (1) participation in village development is influenced by community empowerment, which is shaped by conducive situation, community capacity, and community protection (2) the participatory dimensions in village development are planning, implementation, utilization, and maintenance, and evaluation is partially determined by the significant influence from conducive situation and community capacity. It is our hope that this review on community empowerment and participation in development can contribute to transforming community members into the main agents of development, therefore leading to a development that is “from, by, and for” the community.

**Keywords:** *decentralization, special autonomy, community capacity, village development*

---

## INTRODUCTION

In essence, development is a planned and continuous process of social changes toward better conditions in all aspects of public life (Moon, 2009). The process of change arises from interactions between one group of people with another, more advanced group, and development refers to the first group's effort to become equally advanced. The change takes place in line with the community's characteristics and relies on local potentials (Ullah and Pongquan, 2010). Although the community does not reject outside influences, the levels of development attained are based on their own local potentials. On the other hand, the change may also result from a conflict of interests between two communities. In such cases, the stronger or more advanced community tends to overpower the weaker one (Burns, 2010). Changes that result from interactions with a more advanced community bring about an economic growth-oriented development. This type of development manifests from the modernization theory which views backward countries as being late in implementing modernization, especially in regard to the introduction of modern values, capital provision, education, and technology transfer (Budiman, 2000).

During the New Order administration in Indonesia, the economic growth model using the centralistic approach

was acknowledged as the reason behind the fantastic economic growth: a growth of 7 to 8%, an inflation rate below 10%, a relatively stable exchange rate for rupiah, national security, and so forth (Suparjan and Suyatno, 2003). However, a centralistic approach has the following side effects: (1) homogeneity in many aspects of life (2) the public's extreme dependence on the government, and (3) welfare imbalance among various regions and community groups.

The multidimensional crisis in 1997 has proven that the centralistic or top-down approach taken by the New Order administration has many weaknesses. The economy, having grown successfully in such a short period, deteriorates just as fast. The deterioration is followed by conflicts in many areas, an increasing foreign debt, and complicated political, economic, and social problems all across the country (Suparjan and Suyatno, 2003).

Such a situation calls for a more human, democratic, and grassroots-based model for development as an alternative development model (Rowe, 2010). Essentially, this alternative development model views poverty and backwardness in society not as the result of lack of intelligence and skills; rather, it is the result of society's inability to withstand structural pressures caused by a development growth model that ignores human rights.

Development is an open concept and defined contex-

tually. It includes a structural transformation that takes cultural, political, social, and economic changes into account (Sassi, 2011). These changes will all lead to community development. Community development is achieved through community empowerment, where the community is not only the target of development but are also active participants (Kartasasmita, 1996). This approach ensures the community's participation in the development process.

The regional autonomy era, where individual regions are allowed greater authority and finances, provides regional governments and the public with maximum space for building up local ideas in the creation and innovation of various strategies, policies, and development programs that are compatible with local conditions and objectives (Obeng-Odoom, 2011). Regional development is designed by capitalizing on the following potentials: natural resources, human resources, and artificial resources available in local environments (Mishra, 2010; Fang and Zhou, 2010). Thus, regional autonomy provides an opportunity to renew the approach to development, so that it may further benefit, protect, and empower the locals (Silo, 2011).

Regional strategy development is a participatory instrument involving the entire community, whose purpose is to produce economic growth (Basaraba and Mariciuc, 2010). Regional development also aims to develop human resources, diversify economic activities, develop infrastructures within micro-regions, develop the region as a regional and national tourist attraction, and protect the environment (Basaraba and Mariciuc, 2010). Regional strategy development whose purpose is to develop regional economy is accompanied by infrastructures development, such as in irrigation, railroads, roads, telecommunication, banking, finances and insurance, health, and education (Einterz, 2011).

The strategy developed by the government is realized as regional policies. The government must create a structural series of reformation programs. Furthermore, the government must find alternative solutions for the policies, and the solutions must be stakeholder-oriented (Kelly et al., 2009). Regional policies are an instrument whose use is directed toward reducing developmental gaps among regions or districts, improving the living standards and work conditions in society, and reducing the difference in prosperity levels among regions (Kesner, 2009).

The local government's policies in regional development, or regional development policies, are closely related to regional institutions, social values, and the local culture. The regional development policies are grounded on these relationships and oriented toward local growth in economy, environment, organization, attitude, entrepre-

neurship, social conditions, technology, and politics (Tyrell et al, 2010). Local communities in general are not very advanced: their education, skills, health, infrastructures, and participation in development are quite poor. Thus the government is required to formulate regional policies oriented toward community development.

Successful community empowerment may occur through the use of the correct approach; for instance, by creating conducive situation, strengthening community potentials or abilities, and protecting the community (Kartasasmita, 1996; Suharto, 2005). Therefore, empowerment becomes an act of improving abilities and independence, starting from creating a situation or atmosphere in which community potentials can thrive.

Depending on the point of view, participation has a variety of meanings. Davis (1967) defines participation as an individual's mental and emotional involvement in a group situation that encourages him to contribute to the group's goal and to share the responsibility for the goal. In the context of development and society, public participation is an essential and necessary element enshrined in many environmental management policies and laws. However, there are no specific and detailed procedures and guidelines to regulate the implementation of public participation (Chang and Wu, 2011).

The following are types of participation in development according to Yadov (1980): (1) Participation in decision-making; (2) Participation in implementation of development programmers and projects; (3) Participation in sharing the benefits of development; (4) Participation in monitoring and evaluation of development programmers and projects. Accordingly, Kaho (1995) states that community participation occurs on four levels: 1) participation in decision-making, 2) participation in implementation, 3) participation in the utilization of results, and 4) participation in evaluation.

Community development that encourages public participation is pervasive in Indonesia after regional autonomy laws are passed, especially in regions with special autonomy status, such as Papua, Yogyakarta, Nangroe Aceh Darussalam, and Jakarta. Papua, in relation to its special autonomy status, experiences frequent disputes that often bring the province into the spotlight. Also, compared to the other special autonomy regions, Papua is considered the most backward (Rifai, 2009).

Thanks to the decentralistic approach in governance and development, regional development in Papua has entered a new stage. The province receives special autonomy in accordance with Law No. 21/2001 on Special Autonomy for the Papua Province. The special autonomy status is granted in order to uphold justice, enforce law supremacy, acknowledge and respect human rights, accelerate economic

development, increase the welfare and progress of the Papuan society, and achieve equality with other provinces.

In 2007/2008, the Regional Development Planning Agency (BP3D) in Papua, in cooperation with Universitas Cendrawasih, conducted a comprehensive evaluation on the implementation of special autonomy in Papua during a period of five years. The conclusion is that the special autonomy status, including in the Jayapura Regency, has not conformed to its basic philosophy of benefiting, protecting, and empowering the indigenous people of Papua. The reason is the Papuan community's lack of understanding of the special autonomy. The community tends to view special autonomy simply in relation to budget allocation to the community, and public participation in regional development is lacking.

Village communities in the Jayapura Regency are also lacking in empowerment. Tilaar (1997) states that an actively participating community is aware of their potentials and abilities, including of the obstacles that come from their own limitations. An independent community is aware of the objective and development in their life, as well as their ability to communicate and cooperate with other communities on both regional and international levels (Antlöv, Brinkerhoff, and Rapp, 2010).

Community empowerment, especially among Papuan natives in the Jayapura Regency villages, has started in earnest since Papua receives the regional autonomy and special autonomy statuses. In 2002 the Jayapura Regency government initiated and launched the District Empowerment Program, followed by the Village Empowerment Program, which remain in practice until today.<sup>1</sup>

Community empowerment in Papua is expected to improve the community's skills and increase their participation in development, as community empowerment can: (1) help reduce barriers between locals and the government (2) encourage the community and government officials to work together in solving problems and contribute to regional government (3) build the local capacity to create a participation-based development management, and (4) increase the possibility to replicate and contribute experiences in a participation-based development

<sup>1</sup> According to the Regent of Jayapura, the gist of the District Empowerment Program is simple: (1) Budget is allocated to the district government, who will manage it as a work unit. (2) There are two types of budget allocated for district empowerment: the routine budget and the development budget. The routine budget is used for financing the district office's routine activities; the development budget is used for financing the district's development activities in accordance with the previous year's development coordination meeting, when sectoral institutions are unable to finance them. (3) Instructions for budget spending are basic and general in nature, so that the district government may make adjustments. However, the heads of districts are forbidden from taking actions other than those specified in the development plan approved in the development coordination meeting.

management during the decentralization era. The present research analyzes the influence of community empowerment on participation in village development in the Jayapura Regency and establishes a model for community empowerment and participation in regional development.

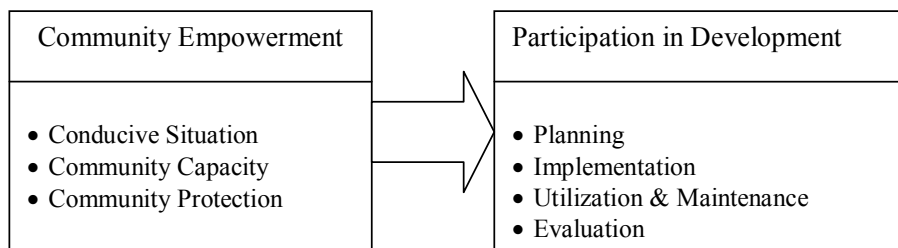
## RESEARCH METHODS

The research uses the post-positivist approach (Guba and Lincoln 1994, Neuman 1997, Crotty 1998, Neuman 2000, and Lincoln and Guba 2005). The research design used is the sequential mixed method, whose procedure is taken when the researcher needs to elaborate on or develop findings from one method using another method (Creswell, 2009). The data is gathered through questionnaires, extensive interviews, observation, and document study. The questionnaires are distributed to village communities in the Jayapura Regency. According to the regional profile data for the Jayapura Regency in *Kabupaten Jayapura Dalam Angka Tahun 2007*, there are 25,224 heads of families (KK) in 132 villages or sub-districts within 19 districts and four development areas. All development areas have different regional characteristics and development priorities. Therefore, the total population surveyed for this research is 25,224 heads of families: 17,293 of them are native to Papua and 7,931 are settlers.

In the first stage, the researcher takes random samples in the districts. Out of the 19 districts in the Jayapura Regency, four are randomly chosen. Each district represents a development area. Development Area I is represented by the Waibu District, Development Area II by the Depapre District, Development Area III by the Kemtuk Gresi District, and Development Area IV by the Unurum Guay District. The four districts are thus chosen as the first sample.

In the second stage, two villages are chosen from each of the four districts. Yakonde (105 KK) and Doyo Lama (151 KK) are randomly chosen from the Waibu District. The Depapre District is represented by the Kendate (98 KK) and Doromena (59 KK) villages. The Kemtuk Gresi District is represented by the Braso (75 KK) and Jagrang (48 KK) villages. The Santosa (106 KK) and Garusa (121 KK) villages represent the Unurum Guay District. These eight villages are chosen as the second sample.

In the third stage, community groups that have participated or are participating in the village empowerment program are randomly chosen from the eight villages. The researcher uses the cluster sampling technique (with two or more respondents) to determine sample areas (districts and villages), and respondents from sample villages are chosen using the proportional random sampling technique. 270 respondents are chosen with the following details: 37



**Figure 1. Frame of Reference Model for the Influence of Community Empowerment on Participation in Development**

respondents from Yakonde, 53 respondents from Doyo Lama, 35 respondents from Kendate, 21 respondents from Doromena, 26 respondents from Braso, 17 respondents from Jagrang, 38 respondents from Santosa, and 43 respondents from Garusa.

In depth interviews are conducted on 15 people: 9 executive and legislative decision-makers and 6 community leaders. The nine decision-makers are the Vice-Regent of Jayapura, Regional Secretary of the Jayapura Regency, Head of the Village Community Empowerment Agency, Head of the Regional Development Planning Agency, Head of the Jayapura Regency DPRD (Regional Representatives Council), and Head of the Waibu, Depapre, Kemtuk Gresi and Unurum Guay Districts. The community leaders are traditional leaders from the Orya, Sentani, and Ormu tribes, the leader of Tanah Merah’s Youth and Student Association, a Protestant leader, and the coordinator of the Association for Facilitators of Participatory Development Planning in the Jayapura Regency.

The document study is conducted on *Kabupaten Jayapura Dalam Angka Tahun 2007*, the Regional Layout Planning for the Jayapura Regency 2008-2028, Medium-Term Development Planning for the Jayapura Regency 2006-2011, Community Empowerment Agency’s Strategic Plan for the Jayapura Regency 2007-2011, Development Planning Agency’s Strategic Plan for the Jayapura Regency 2007-2011, the Jayapura Regent’s Clarification and Accountability Report in 2008, and other documents and literature related to the present research. The documents are browsed using summary cards and citation cards.

To learn the respondents' response to each research variable, the researcher creates categories based on the total score from the questions, then calculates the interval length for each class using the formula below (Supranto, 2003):

$$c = \frac{X_n - X_1}{k}, \text{ where}$$

- c = length of class interval
- $X_n$  = highest value
- $X_1$  = smallest value

k = number of classes (there are three: high, medium, and low)

According to the hypothesis, conducive situation (X1), community capacity (X2), and community protection (X3) are interrelated through causality and influence dependent variables; therefore, path analysis is used in the analysis design. The purpose of conducting path analysis is to describe the direct and indirect effects of a set of variables (the causal or exogenous variables) on another set (the dependent or endogenous variables) (Sewall Wright in Sitepu, 1994).

There are two types of variables in the research: independent and dependent. The independent variables are conducive situation (X1), community capacity (X2), and community protection (X3). The dependent variables are participation in planning (Y1), participation in implementation (Y2), participation in utilization and maintenance (Y3), and evaluation (Y4). In the analysis results, the data is arranged in an ordinal scale and converted into interval data using the successive interval method (Al Rasyid, 1993).

## RESULT AND DISCUSSION

Research on conducive situation shows that stakeholders, especially the Jayapura Regency government, have shown support through their consistent commitments and policies regarding village communities (Table 1). This indicates that the community is aware of and interested in village development, and that community empowerment efforts are possible because locals are given the space and opportunities to plan and develop activities that are supported by natural resources and local wisdom (Ullah and Pongquan, 2010).

Second, analysis on community capacity shows that locals tend to participate in empowerment activities in their villages. These activities intersect with their basic needs in education and skills, health, public economy, village infrastructures, and village institution. This participatory tendency in the respondents’s response is an indication that the Jayapura Regency government should continue to improve the capacity of village communi-

**Table 1. Description of the Research Dimensions**

Dimension	Category (in %)		
	High	Medium	Low
Conducive Situation	51.11	44.07	4.81
Community Capacity	61.85	37.78	0.37
Community Protection	6.67	71.11	22.22
Planning	51.11	44.07	4.81
Implementation	61.85	37.78	0.37
Utilization and Maintenance	51.11	42.59	6.30
Evaluation	45.19	52.22	2.59

ties in the future. A small part of the community is yet to experience improvement in their skills and ability. The reason is the difference in communal attitude and opinions regarding empowerment management in various village communities.

Three, descriptive analysis on community protection indicates that the Jayapura Regency government has not provided full protection for disadvantaged village communities. In developing community enterprises, the government has not yet issued regulations and policies to protect the products of community enterprises. Consequently, the community remains disadvantaged, unable to compete with established businesses with similar products. The lack of protection is also felt by traditional communities in regard to the use of natural resources by outside parties; the government does not sufficiently pay attention to and protect the rights of traditional communities.

Results from the descriptive analysis on community participation in development are shown in Table 1. On the planning dimension, it is seen that a small part of the community is not yet involved in village planning. However, most community members have exercised their right to be involved and participate in the decision-making that determines the direction and future of the village development; the decision, in its turn, will also affect community members and their families. All the same, greater attention and efforts to encourage locals in the medium category are still required for their further involvement in the planning process; the government must prevent them from being indifferent toward village development.

Second, descriptive analysis on implementation shows that most of the community is involved and participating in village development, both in programs jointly devised by the village community and in programs implemented by other parties in the village. Participation in village development takes the form of time, manpower, soil and other building materials, as well as involvement in training for knowledge expansion and practical skills and determination in developing productive economic activi-

ties (Grguric, 2009). Participation in the last two activities is related to community empowerment efforts in increasing the village community's potential or capacity.

Third, analysis on utilization and maintenance shows that not all community members have equal ability and opportunity in enjoying and maintaining, much less improving, development results in the village. The difference in ability and opportunity is caused not only by economic capacity, but also by mental attitude, motivation, and work ethics in the community. Based on their income sources, village communities in the Jayapura Regency are classified into the food gathering society and the farming society. In general, the food gathering society have a different mental attitude, motivation, and work ethics compared to the farming society; the former tends to depend on nature's generosity, whereas the latter strives to conquer nature in order to survive (Bartlett et al, 2010). This is the reason why the village community has not yet fully participated in utilizing and maintaining village development results.

Fourth, the evaluation dimension shows that village communities are not yet entirely involved in evaluating, giving input on, and monitoring the follow-ups to village development. The reason is that most village residents are not very well-educated. This affects their perspective and earnestness in evaluating and giving input for the improvement of the village development management in the future (Bartlett et al, 2010). Another influential factor is the reluctance to express opinions in a democratic manner. The reluctance is the result of a cultural hierarchy where the common people must respect, appreciate, and protect Onoafi as their customary leader. The Jayapura Regency government acknowledges the customary government as a partner in developing and nurturing the community.

According to the analysis test results in Table 2, all dimensions in the dependent variables significantly influence the planning dimension: a total of 18.43% from conducive situation (X1), 9.53% from community capacity (X2), and 8.20% from community protection (X3). We see that variable X1 is the most influential, followed by variable X2 and X3. Thus, the three dimensions in the depen-

**Table 2. Analysis on the Influence of Community Empowerment on Community Participation**

Variable	Path coefficient	Direct influence (%)	Indirect influence			Indirect influence (%)	Total influence
			X1	X2	X3		
Influence of Community Empowerment (X) on Planning (Y1)							
X1	0.335	11.22	-	3.64	3.58	7.22	18.43
X2	0.218	4.75	3.64	-	1.14	4.78	9.53
X3	0.187	3.48	3.58	1.14	-	4.72	8.20
Total Influence							36.15
Influence of Community Empowerment (X) on Implementation (Y2)							
X1	0.348	12.13	-	2.67	1.66	4.33	16.46
X2	0.154	2.36	2.67	-	0.36	3.03	5.39
X3	0.084	0.70	1.66	0.36	-	2.02	2.72
Total Influence							24.57
Influence of Community Empowerment (X) on Maintenance and Utilization (Y3)							
X1	0.229	5.22	-	3.02	2.33	5.35	10.57
X2	0.265	7.03	3.02	-	1.32	4.34	11.37
X3	0.178	3.16	2.33	1.32	-	3.65	6.81
Total Influence							28.75
Influence of Community Empowerment (X) on Evaluation (Y4)							
X1	0.152	2.31	-	2.07	0.40	2.47	4.79
X2	0.273	7.47	2.07	-	0.35	2.43	9.89
X3	0.046	0.21	0.40	0.35	-	0.76	0.97
Total Influence							15.65

dent variables influence planning by 36.15% overall, with conducive situation being the largest influence.

Individual test (t test) result in Table 2 shows that only two dimensions within the independent variable significantly influence implementation: conducive situation (X1) with a 16.46% influence and community capacity (X2) with a 5.39% influence. Community protection (X3), with a 2.72% influence, does not significantly influence implementation. In short, dimension X1 is the most influential, followed by dimension X2 and dimension X3. Overall, the three dimensions in the dependent variable influence implementation by 24.57%, with conducive situation being the largest influence.

Individual test (t test) result in Table 2 shows that all dimensions in the independent variable significantly influence utilization and maintenance: conducive situation (X1) with a 10.57% influence, community capacity (X2) with a 11.37% influence, and community protection (X3) with a 6.81% influence. In short, dimension X2 is the most influential, followed by dimension X1 and dimension X3. Overall, the three dimensions in the independent variable influence utilization and maintenance by 28.75%, with conducive situation being the largest influence.

Individual test (t test) result in Table 2 shows that only two dimensions in the independent variable significantly influence evaluation: conducive situation (X1) with a

4.79% influence, and community capacity (X2) with a 9.89% influence. With only a 0.97% influence, community protection (X3) does not significantly influence evaluation. In short, dimension X2 is the most influential, followed by dimension X1 and dimension X3. Overall, the three dimensions in the independent variable influence evaluation by 15.65%, with conducive situation being the largest influence.

All respondents state that the Jayapura Regency government has strong political will in and commitment to community empowerment (Table 3). The commitment is the manifestation of Law No. 21/2001 on Special Autonomy for the Papua Province. The commitment is also inherent in the Regent and Vice-Regent's vision and mission concerning the development in the Jayapura Regency from 2006 to 2011, as defined in the Medium-Term Development Plan (RPJMD) for the Jayapura Regency.

According to the Jayapura Regent, the community takes an active, rather than passive, role in the development. Community empowerment in the Jayapura Regency is part of the process to reinforce the traditional Papuan identity. DPRD has also expressed its commitment and full support to the executive council through their policies to empower districts and villages. This is because such policies are strategic and essential in ensuring that village

**Table 3. Indirect Analysis of the Influence of Conducive Situation on Community Participation**

Name	Description	Influence (%)
Direct and Indirect Influence of Conducive Situation (X1) on Community Participation (Y)		
X <sub>1</sub>	Direct influence on Y	12.44
	Indirect influence through X <sub>2</sub> on Y	4.61
	Indirect influence through X <sub>3</sub> on Y	3.03
Total Influence of X <sub>1</sub> on Y		20.08
Direct and Indirect Influence of Community Capacity (X2) on Community Participation (Y)		
X <sub>2</sub>	Indirect influence on Y	6.88
	Indirect influence through X <sub>1</sub> on Y	4.61
	Indirect influence through X <sub>3</sub> on Y	1.10
Total Influence of X <sub>2</sub> on Y		12.60
Direct and Indirect Influence of Community Protection (X3) on Community Participation (Y)		
X <sub>3</sub>	Indirect influence on Y	2.25
	Indirect influence through X <sub>1</sub> on Y	3.03
	Indirect influence through X <sub>2</sub> on Y	1.10
Total Influence of X <sub>3</sub> on Y		6.38

communities are in control of their own region.

Besides the government, social public institutions such as religious institutions, the Association for Facilitators of Participatory Development Planning (AFP3), and other public institutions have also become social assets in the Jayapura Regency. These institutions are strongly concerned with and determined to assist in community empowerment. Religious institutions actively participate in socio-economic development through education, health, culture, and public economy. The activities run by religious institutions have started long before the government issued community empowerment policies.

The basic concept for community empowerment in the Jayapura Regency is to encourage or inspire the community to improve according to their own initiatives and ability. Financial assistance does not amount to very much, but morale boost in the form of trust and appreciation will hopefully increase the community's self-confidence and encourage them to accomplish the very best.

For community empowerment purposes, the government not only allows districts and villages greater authority and financing, but also cooperates with banks, financial institutions, civil institutions, the military (Battalion Yonif 751 and the National Air Force Headquarters), educational institutions, and other public social institutions in order to support community empowerment in the Jayapura Regency.

The opportunity to become an agent in village development has provoked public interest and earnestness in development (Saunders and Dalziel, 2010). The interest and enthusiasm are shown, for instance, by Papuan natives in villages around Lake Sentani who produce keramba or baskets used in fish ponds. Several residents in the Doromena Village sell principle

commodities in small booths. This proves that the community is genuinely interested in making use of available opportunities in order to improve their welfare.

Conducive situation in community empowerment can occur when activities to improve community skills are related to the availability of natural resources and to local wisdom; this will be essential and strategic in the long run. In Kendate, for instance, the community develops the local fishery; the locals in Yakonde produce keramba for freshwater fish; and the Braso locals develop food crop farming.

The regency government holds performance contests in districts and villages, which result in more organized villages. According to the Vice-Regent, performance contests involving districts and villages can be used to measure the extent of success in district and village empowerment.

Test results show that community participation in development is highly influenced by the strengthening of community capacity through improved education and skills, public health, public economy, the availability of supporting infrastructures, and village institutions (Table 3). Indicators in the strengthening of community capacity refer to priority programs implemented as part of the Papua Province's special autonomy, and this includes the Jayapura Regency.

For community empowerment purposes, the government arranges for a wider opportunity for education, especially primary education, in villages (Bartlett et al, 2010). Data on education infrastructures shows that all villages, including head villages, have primary schools. All districts have middle schools, and several districts outside Sentani (the regency capital) have high schools



and vocational schools, such as in the Yapsi, Waibu, and Sentani Timur districts. The improvement of community capacity through education and skills is done by way of formal education, out of school education, and by providing higher education for exceptional students in cooperation with IALF (Indonesia Australia Language Foundation) in Bali and the Yohannes Surya Institute. The government also sets increasingly high standards for the quality of the teaching-learning process and the quality of graduates in the formal education lane, from primary school to high school. Papuan natives are given priorities in education; they pay very low tuition fees and sometimes even receive free education.

In regard to village community empowerment, the government and public social institutions provide various trainings for the community. For instance, there are trainings for the facilitators of village development by AFP3, trainings in freshwater fish farming by the fishery and maritime service, and training for the development of small and household industries by the industry service.

Health is a basic right for every citizen and a prerequisite for empowerment (Einterz, 2011). The government provides health service facilities for individuals, such as the general hospital in the Jayapura Regency which opened in 2007. Papuan natives are charged very little for basic health and individual health services in the general hospital, and sometimes the services are provided free of charge. However, medicine supplies and speedy treatment for patients in community health centers are limited.

District and village empowerment includes fulfilling more basic infrastructure needs in villages. The heads of the Waibu, Depapre, Kemtuk Gresi and Unurum Guay districts informed the researcher that village facilities and infrastructures as well as economic growth are two programs to which most of the district and village empowerment budget is allocated. On the other hand, village infrastructures are provided not only through the empowerment budget, but also by technical institutions such as the regional infrastructure service, transportation service, and mining and energy service.

District and village empowerment in Jayapura is successful due to support from public social institutions, including religious and customary institutions. Sources from the government and legislative body admit that district and village empowerment is possible because public social institutions are concerned with improving the village communities' skills and abilities.

According to the head of the Unurum Guay District, government and public institutions in villages have started operating, but economic institutions such as village cooperatives have not fully functioned. Government and public institutions are run by village commu-

nities themselves. Main sources for the present research confirm that community empowerment through skill improvement in public institution management is closely related to community participation in development, as community members themselves run the institutions, both as functionaries in public institutions and officials in village governments.

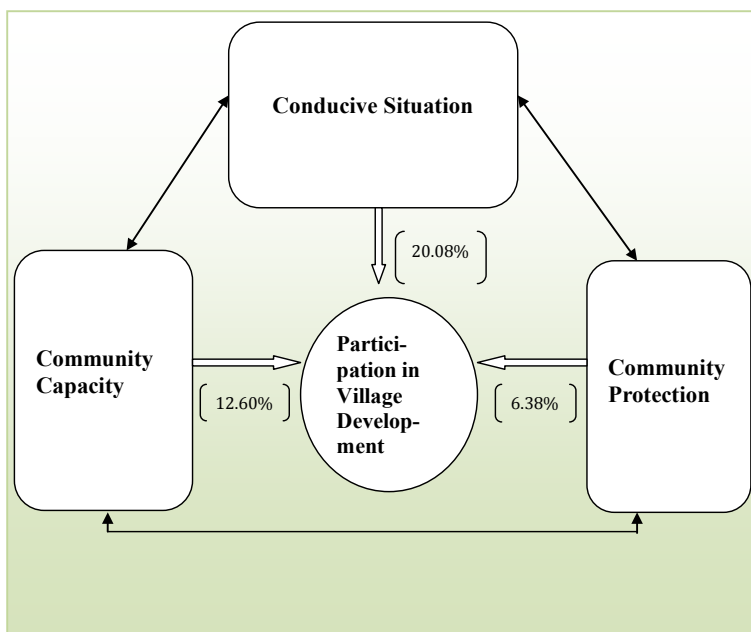
The government has issued effective policies concerning community protection in Jayapura. In 2003, the Regent issued a regulation on participatory planning, where the development planning mechanism must involve all stakeholders from the village and the regency governments. Furthermore, during the past two years, the government and DPRD have been preparing a regional regulation on Community Empowerment, in order to guarantee sustainable empowerment in districts and villages.

Community empowerment within the frame of community protection also involves special protection for community business products and facilitation of their marketing. One example is the Sentani Lake Festival in 2007. The festival provided an opportunity for community members to promote and sell products from their businesses. Another evidence of empowerment is the government's constant facilitation of tourism villages, such as the Tablanusu tourism village.

Protection for folk communities among Papuan indigenous tribes is mandatory under Papua's special autonomy. The government supports the protection for the Papuan indigenous people's intellectual wealth through, for example, plans for a regional regulation on the village customary government whose practices which adopts those of the local customary government. Employees in government offices and public facilities are obliged to wear fasade, which originates from Jayapura's indigenous culture. The government also protects the folk communities' ulayat (customary land) rights, ensuring that natural resources exploitation is beneficial for the locals. Therefore, companies with forest concessions and plantation companies are granted operating licenses on the condition that they must maximum provide socio-economic benefits for local folk communities.

Community empowerment through community protection has been covered in various policies, but the government has not fully acted on them. This is the reason why community empowerment has less influence on community participation compared to the other dimensions in the community empowerment variable.

In general, conducive situation, community capacity, and community protection provide a 39.05% contribution toward community participation in village development. The biggest contribution comes from conducive situation



**Figure 2. Empirical Interrelation between Community Empowerment and Community Participation in Village Development**

(20.08%), followed by the strengthening of community capacity (12.60%) and the remaining 6.38% comes from community protection.

Both direct and indirect relationships between community empowerment and participation in village development are symmetrical in nature. The interrelation moves in the same direction in a parallel and positive manner, in that community empowerment contributes positively to increasing community participation in village development (see Figure 2).

The analysis on the above interrelationship can be interpreted as follows: First, the biggest contribution (20.08%) to participation in village development comes from creating conducive situation. This shows that the Jayapura Regency government has ensured community empowerment by creating conducive situation through partiality, commitment, policies on village empowerment budget, unlimited freedom and opportunities for the community to manage village development, increasing public interest in development, and guaranteed improvement for community businesses based on local potentials.

The Jayapura Regency government's dedication to community empowerment is manifested through district and village empowerment programs. The Jayapura Regent Decree No. 371/2002 states that the government has assigned authority to the community and allocated budget for the regent/district development program. Both authority and budget are directed toward supporting various empowerment programs in sub-districts or villages in each district.

Budget allocation for district empowerment in the

2002-2004 period is evenly distributed to all districts. In 2002, a Rp. 1 billion funding is allocated for district empowerment (Rp. 150 millions for operational/routine expenses and Rp. 850 millions for the development budget). In 2003, the funding was increased to Rp. 1.2 billions (Rp. 200 millions for operational/routine expenses and Rp. 1 billion for the development budget), while in 2004 the funding was decreased back to Rp. 1 billion (Rp. 200 millions for operational/routine expenses and Rp. 800 millions for the development budget). As of 2005, district budget allocation is based on calculations involving area width, population, extent of problems, and several other variables. The total of district empowerment budget allocated during the 2002-2008 period is Rp. 80,277,801,800.

In 2005, the Jayapura Regency Government launched a Village Empowerment Program, where Rp. 50 millions is allocated for each village or sub-district. In 2006, the amount was increased to Rp. 75 millions. In 2007, the allocated budget varies according to regional conditions, with the following details: Development Region (WP) I: 29 villages/sub-districts x Rp. 121,586,207, Development Region (WP) II: 29 villages/sub-districts x Rp. 142,172.414, Development Region (WP) III: 59 villages/sub-districts x Rp. 147,745,763, and Development Region (WP) IV: 25 villages/sub-districts x Rp. 162,600,000. As of 2008, besides the funding for villages/sub-districts, incentives are also given for village government officials, Bamuskam (the Village Consultative Body), neighborhood associations/councils, and village mentors. The total of budget allocated for villages/sub-districts in the 2005-2009 period

was Rp. 105,809,679,503.

The commitment to and policies in district and village empowerment, supported by public social institutions, have led to unlimited freedom and opportunities for the community to manage village development, increasing public interest in development, and guaranteed improvement for community businesses based on local potentials. Thus, conducive situation for the strengthening of public ability or competence in the Jayapura Regency is created.

Upon further evaluation, we see that commitment to and consistent policies in district and village empowerment has become a reference point in understanding the relationship between the contribution from conducive situation and participation in the planning dimension. Furthermore, the Jayapura Regency government's commitment and policies in allocating the village empowerment budget, along with active support from public social institutions, have inspired awareness and a sense of responsibility in the community in relation to their status as active participants in their village development. Consequently, many community members attend and express their opinions in meetings for village development planning.

Second, the strengthening of community capacity gives a 12.60% contribution to participation in village development. Analysis result shows that the Jayapura Regency government has striven to strengthen community capacity or ability through improved education, health, public economy, village infrastructures, and village institutions. This in turn influences community participation in the planning, implementation, utilization, maintenance, and evaluation of village development results.

According to research results, the cognitive ability of village communities in the Jayapura Regency is limited due to lack of education. This limited community capacity in education and health prevents the community from being fully active in village development planning. However, they do not lack motivation and spirit in their efforts to improve their living standards, and they participate in meetings to discuss the village development planning. In addition, the capacity of village institutions such as Bamuskam is also limited, although the institution's main tasks and functions include village development planning.

Third, despite being a significant influence on participation in village development, community protection only gives a 6.38% or the smallest contribution. This indicates that the Jayapura Regency government has not sufficiently empowered the community through protection, whether through regulations that protect the community and ensure sustainable community empowerment, facilitation of promotion and marketing, or protection of folk community rights. This situation influences community

participation in the planning, implementation, utilization, maintenance, and evaluation of village development results.

The protection for community rights is still limited to policies on paper with no legal power, and the regional government has not yet consistently implemented these policies. Partial analysis shows that community protection does not significantly influence the implementation dimension in participation in village development. Efforts toward community protection are visible only in policies and concepts, although community protection is one of the basic philosophies in the implementation of special autonomy in Papua, including in the Jayapura Regency.

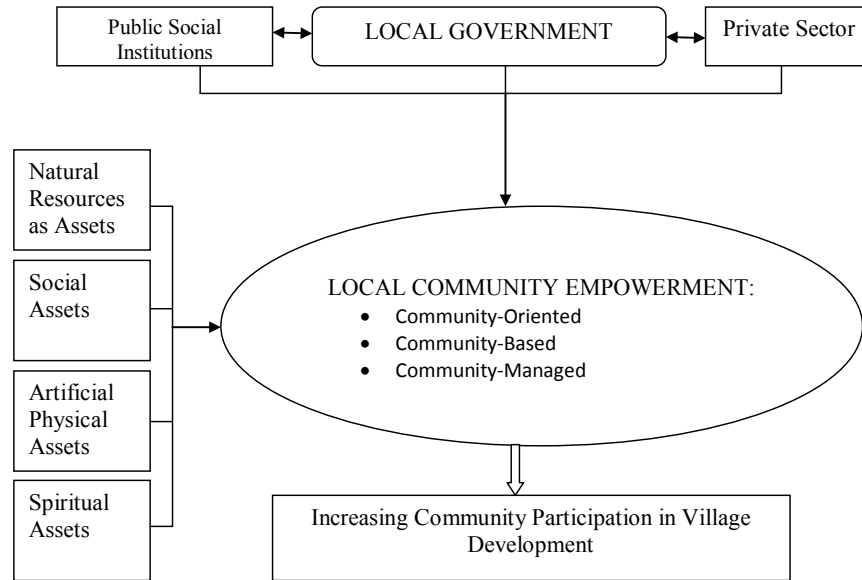
Regulations that protect folk communities do not have a binding legal basis and thus cannot be put into practice. The plans for regional regulations on community empowerment and village folk government have not, up to this point, been discussed or legalized as regional regulations. These measures to protect the community would not only become a guideline in the present community empowerment, but also ensure sustainable community empowerment in the future.

The government has not entirely protected the folk communities' right as ulayat owners. For instance, several forest and plantation companies do not pay proper compensations for the community's ulayat rights. As a result, the community does not believe the government is willing to protect their customary rights.

Through the application of the three above principles, village communities will become the major participants in community empowerment activities. Consequently, the community will be concerned with and feel responsible for their village development. When the three basic principles are put into practice, the community will achieve independent and sustainable empowerment.

The role of participants, development assets, and mechanism for empowering local communities in increasing participation in village development is visualized in Figure 3. The most important lesson in the analysis result is that policies on empowerment must be focused on: (1) enabling, to create a condition or climate where community potentials can grow (2) empowering, to strengthen community potentials or abilities, in order to reduce dependence and obtain independence, and (3) protecting, which is necessary in community protection and preventing the rise of unfair competition as well as exploitation of the weak by the strong.

The expectation of social protection for village communities is hindered by multiple factors. First, the institutionalization of policies and programs. Many types or models of policies are incidental or ad hoc in nature and not sustainable. The Jayapura Regency government



**Figure 3. Model for Local Community Empowerment to Increase Participation in Village Development**

deems it sufficient to issue APBD (Regional Income and Expenditure) policies annually for allocating budgets and planning village development, but does not consider it essential to legalize RPJMK (Medium-Term Village Development Planning) as a decree or regulation from the Regent. For example, the institutionalization of APBK (Village Income and Expenditure) is stated in a Regional Regulation on APBD which covers ADK (Village Budget Allocation). Meanwhile, APBK is validated only by the Baperkam (Village Representative Body) and not by the Regent, although APBK includes plans for village income and expenditure from sources other than ADK. Programs and activities proposed by the village are considered to be legally protected once they are accommodated into the Musrenbang (development planning assembly) forum on the regency level. The institutionalization of the boundaries and forms of involvement or intervention from other parties (community leaders, NGOs, private sectors) may pose a great risk to the future of community empowerment. The reason is that excessive intervention will destroy community creativity and initiative as well as disempower the community. Therefore, when the planning and funding for village development is not institutionalized, their sustainability may not last for very long, because development policies greatly depend on the current Regent's policies.

Second, the internalization of empowerment values. The habit of implanting crucial development-related values in individuals within the context of empowerment has not yet taken root. Consequently, government officials have very little real interest in elevating the village community's dignity as human beings. On the regency level, in various SKPDs (Local Apparatus Working Units), programs and activities are being misappropriated for unclear purposes. The reason is that the values in programs and activities

being planned and implemented only serve the government or certain officials' interests, and the values in community empowerment are barely understood.

Third, the comprehensiveness in the treatment of policies and programs. The partial approach in empowerment still dominates; in many cases, many community needs are not yet accommodated into and represented in empowerment policies and programs. This is mainly due to the Jayapura Regency government's limitations as well as geographical reasons. The solution is to establish priorities; however, they are not yet based on thorough and objective criteria or a mutually agreed set of standards. This is because priorities are mostly set by officials with higher authority in the Musrenbang forum. In addition to which, development policies are not entirely rooted in the community's culture and customs. As the people of the Jayapura Regency consist of diverse tribes and sub-tribes, with diverse cultural preferences and customs, the solution is not homogenous policies for all of them. Therefore, there need to be region-based empowerment policies and each policy must be suitable to the culture and customs in the relevant region. At the moment there are four development regions in the Jayapura Regency, but the divisions are solely geography-based and do not take local customs into consideration.

Fourth, integrated empowerment programs. The musrenbang mechanism has been put into practice in stages, but many empowerment programs are self-contained in nature. Each SPKD runs its own program, as does the central government, Papua Province government, and Jayapura Regency government. For instance, empowerment programs on the regency, provincial (Respek), and national (PNPM Mandiri) levels are implemented within different contexts, including their planning and reporting. Consequently, communities find these programs difficult

to implement as they must plan and report the programs using different references and models at different periods. The same applies to empowerment programs from other parties. Each time an empowerment program is introduced to a village, a new type of institutionalization will materialize.

The main strategy in handling such a situation is community empowerment. First, create community empowerment with a democratic and participatory atmosphere from the regency level to the village level. This will lead to inherent values in each step in community empowerment programs, and the community will have a wide opportunity to make independent decisions in solving the root of their empirical problems. The local government functions merely as the provider of empowerment tools, to motivate village communities, and to share managerial knowledge. Second, provide more opportunities. Public policies designed and implemented by the Jayapura Regency government must be based on the receptiveness of and concern for the village community's opinions on various aspects of public life. The policies will shape the priorities - namely, public economy development, education, health, and village infrastructures. Furthermore, stakeholders should be given wider access to the community, in order for them to build a partnership network in facilitating community empowerment. Third, enhance social security, in which the community is guaranteed freedom for potential-based creativity. The protection is then provided through applicable and measurable regulations, whose purpose is to protect the community and which can be easily and measurably applied to all government levels, villages, work partners, and village communities.

### CONCLUSION

Community empowerment significantly influences participation in village development. The following provides simultaneous contribution to the influence: conducive situation, the strengthening of community capacity, and community protection. Out of the three dimensions, the largest influence on participation in village development comes from conducive situation, followed by the strengthening of community capacity, and the smallest influence is from community protection.

The large influence from conducive situation results from commitment and consistent partiality, which in turn results in a sustainable village empowerment program, unlimited freedom and opportunities for the community to manage village development, increasing public interest in development, and guaranteed improvement for community businesses based on local potentials.

The contribution from the strengthening of community capacity results from efforts to improve education, health, public economy, village infrastructures, and village institutions. The small contribution from community protection results from the lack of legal protection that ensures sustainable community empowerment, lack of facilitation in promotion and marketing, and lack of protection for the folk communities' rights.

Despite community empowerment's influence on participation in village development, in reality community participation remains at a low level. Thus this research proposes an empowerment model for the local community that encourages participation in village development. The model requires further assessment in order for it to be perfect and applicable to various environments and systems.

Community protection does not provide maximum influence on community participation. Therefore, further assessment is required in pinpointing the factors that may improve community empowerment in order to increase participation in development.

To increase community empowerment through the strengthening of community capacity, the Jayapura Regency government should promote certain programs. These programs should lead toward improving the knowledge and skills that can help the community develop local potentials and earn steady income that ensures the village community's survival. This is one of the several possible solutions for the poverty suffered by most of the Papuan indigenous communities.

Community empowerment in the Jayapura Regency is a strategy to maintain the indigenous Papuan identity. Thus, the Jayapura Regency government and the Regional Representatives Council are expected to issue and implement regional regulations concerning community empowerment, which will ensure its sustainability and effectiveness in the future. Similarly, regional regulations on village customary government should be immediately issued and implemented, to maintain the indigenous identity in the village development's system and management.

### REFERENCES

- Al Rasyid, Harun. 1993. *Teknik Sampling dan Penskalaan*, Bandung: Statistika Universitas Padjadjaran.
- Antlöv, Hans; Brinkerhoff, Derick W; Rapp, Elke, 2010. Civil Society Capacity Building for Democratic Reform: Experience and Lessons from Indonesia. *Voluntas*, Volume 21, Number 3, page 417-439.
- Bartlett, William; Cipusheva, Hristina; Nikolov, Marjan; Shukarov, Miroľjub, 2010. The Quality of Life and Regional Development in FYR Macedonia. *Croatian*

- Economic Survey*, Volume 12, Number 1, page 121-162.
- Basaraba, Adrian; Mariciuc, Adrian, 2010. Local Development Strategies - Regional Policy Tools in Romania. Study Case: Valea Jiului Microregion. *Studia Universitatis Babeş-Bolyai. Studia Europaea*, Volume 55, Number 1, page 45-61.
- Budiman, Arief. 2000. *Teori Pembangunan Dunia Ketiga*. Jakarta: Gramedia Pustaka Utama.
- Burns, Tony, 2010. Capitalism, Modernity and The Nation State: A Critique of Hannes Lacher. *Capital and Class*, Volume 34, Number 2, page 235-255.
- Chang, I-Shin; Wu, Jing, 2011. Planning and Rationalization of Public Participation in China's Environmental Management. *Management Science and Engineering*, Volume 5, Number 1, page 37-50.
- Cohen, JM. and Uphoff, N.T., 1977. *Rural Development Participation*. Ithaca, New York: Cornell University, RDCCIS.
- Conyers, Diana. 1994. *Perencanaan Sosial di Dunia Ketiga*. Yogyakarta: Gadjah Mada University Press.
- Creswell, John W, 2009. *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. London: SAGE Publications, Inc.
- Crotty, Michael, 1998. *The Foundations of Social Research: Meaning and Perspective in The Research Process*. London: Sage.
- Einterz, Ellen, 2011. Health District Development and The Need to Dig Deeper. *The Lancet*, Volume 377, Number 9771, page 1122-1123.
- Fang, Hong; Zhou, Hongmin, 2010. Discussion on Strategies of Development and Application of Human Resources. *Asian Social Science*, Volume 6, Number 3, page 12-16.
- Grguric, Ivan, 2009. Regional Economic Policy in Europe. *Financial Theory and Practice*, Volume 33, Number 4, page 489-492.
- Guba, E. G., and Lincoln, Y. S., 1994. *Competing Paradigms in Qualitative Research*. In N. K. Denzin and Y. S. Lincoln (Eds.), *Handbook of qualitative research* (pp. 105-117). London: Sage.
- \_\_\_\_\_, 2005. *Paradigmatic Controversies, Contradictions, and Emerging Confluences*. in N.K Denzin and Y.S. Lincoln (eds.) *The Sage handbook of qualitative research (3rd ed.)*. Thousand Oaks: Sage.
- Kartasmita, Ginandjar. 1996. *Pembangunan untuk rakyat, memadukan pertumbuhan dan Pemerataan*. Jakarta : CDES.
- Kelly, Andrew H; Dollery, Brian; Grant, Bligh, 2009. Regional Development And Local Government: Three Generations Of Federal Intervention1. *Australasian Journal of Regional Studies*, Volume 15, Number 2, page 171-193.
- Kesner-Skreb, Marina, 2009. Regional Policy of The European Union. *Financial Theory and Practice*, Volume 33, Number 1, page 103-105.
- Mishra, Sudhanshu, 2010. On Harnessing Natural Resources For Sustainable Development. *Journal of Environmental Management and Tourism*, Volume 1, Number 1, page 12-21.
- Moon, Tae, 2009. Korea's Sustainable Development Strategy. *Korea Observer*, Volume 40, Number 1, page 85-114.
- Neuman, W. Lawrence, 2000. *Social Research Methods: Qualitative and Quantitative Approaches*. Toronto: Allyn and Bacon.
- Obeng-Odoom, Franklin, 2011. Decentralization in Developing Countries: Global Perspectives on the Obstacles to Fiscal Devolution. *The Journal of Australian Political Economy*, Volume 67, page 157-159
- Rifai-Hasan, P., 2009. Development, Power, and the Mining Industry in Papua: A Study of Freeport Indonesia . *Journal of Business Ethics, suppl. Supplement*, Volume, page 129-143.
- Rowe, Crayton. A Reconsideration of the Object in the Attachment Process: An Alternative View of Development and Treatment. *Clinical Social Work Journal*, Volume 38, Number 3, page 298-305.
- Sassi, Maria, 2011. Convergence Across the EU Regions: Economic Composition and Structural Transformation. *International Advances in Economic Research*, Volume 17, Number 1, page 101-115.
- Saunders, Caroline; Dalziel, Paul, 2010. Local Planning for Sustainable Development: A Small Rural District Case Study from New Zealand. *Journal of Enterprising Communities*, Volume 4, Number 3, page 252-267.
- Silo, Akbar, 2011. Educational Policy Strategy Under The Papua Special Atonomy Framework. *Journal of Administrative Sciences and Organization, Bisnis and Birokrasi*, Volume 18, Number 1, page 328-338.
- Suharto, Edi, 2005. *Membangun Masyarakat Memberdayakan Rakyat: Kajian Strategis Pembangunan Kesejahteraan Sosial dan Pekerjaan Sosial*. Bandung: Refika Aditama.
- Suparjan and Suyatno, Hempri, 2003. *Pengembangan Masyarakat: dari Pembangunan sampai Pemberdayaan*. Yogyakarta: Penerbit Aditya Media.
- Supranto, J. 2003. *Statistik Teori dan Aplikasi*. Jakarta: Erlangga.
- Tilaar, H.A.R., *Pengembangan Sumber Daya Manusia Dalam Globalisasi*. Jakarta: Grasindo, PT. Gramedia Widia Sarana Indonesia.

Tyrell, Les; Mellor, Peter; Monypenny, Richard, 2010.  
Townsville: A Regional Development Case Study1.  
*Australasian Journal of Regional Studies*, Volume 16,  
Number 2,page 203-216.

Ullah, Md Anwar; Pongquan, Soparth, 2010. Financial

Resources Mobilization Performance of Rural Local  
Government: Case Study of Three Union Parishad in  
Bangladesh. *Asian Social Science*, Volume 6, Number  
11,page 95-115.