

Implementation of Policies to Build Prosperous Papuan Generations and Families in Asmat District

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Abstract. The purpose of this study was to determine the implementation of the BANGGA Papua policy in the Asmat district, Papua Province. The research method used is a descriptive qualitative approach, with the aim of presenting a complete picture of the problem under study. Data collection by interviews, observation, documentation studies and data analysis techniques through data reduction and drawing conclusions with a total of 42 informants. The results and discussion of the implementation of the BANGGA Papua policy (Building a Prosperous Papuan Generation and Family) in Asmat District, Papua Province, explain that the productivity of the BANGGA Papua policy, as seen from the number of achievements of the target group of beneficiary communities, has not been productive because the target beneficiaries have not been achieved due to the cessation of the BANGGA Papua program which has not been running for five years. Then from the linearity dimension seen from the procedure, time, cost, place and implementation it can be said that the implementation has been linear or in accordance with the procedure, cost, place and implementer, although in terms of the time aspect the implementation of the BANGGA Papua program has not been appropriate. The existence of delays and delays in several stages of the BANGGA Papua program implementation resulted in the achievement of program targets not being achieved. While the efficiency of the implementation of the BANGGA Papua policy, seen from assets, funds and technology, is in accordance with the design of the Governor of Papua Regulation Number 23 of 2018 concerning the Program to Build a Prosperous Papuan Generation and Family.

Keywords: *BANGGA Papua, Papua Golden Generation, Policy Implementation.*

A. INTRODUCTION

One of the problems faced by Indonesia is poverty. Poverty is a reflection of the country's development, whether this development can be enjoyed by the whole community or only a few people (Linjtewas et al., 2016; Valdmaa et al., 2021). In terms of the poverty profile or forms of community poverty problems, according to Gani & Simanjuntak (2019) poverty is not only related to welfare issues; but poverty also involves issues of vulnerability, powerlessness, closed access to markets, and poverty is reflected in a culture of poverty that is inherited from one generation to the next (Astuti, 2014; Hudson et al., 2019; Tsoi et al., 2021).

Welfare issues in Indonesian regions, welfare issues in the Papua region still attract attention, even since the early days of Indonesian independence. The first president of the Republic of Indonesia, Ir. Soekarno paid great attention to Papua. Concern for Papua is not without reason, because Tanah Papua has the largest forest cover, respectively 8.7 million hectares in the province of West Papua and 33.7 million hectares in the province of Papua. From this natural wealth, so far several regions have utilized it for eco-friendly economic activities. The Land of Papua also has superior crop commodities such as coffee, cocoa, seaweed, nutmeg, sago and many more which have high export value. According to data from the Central Statistics Agency (BPS), non-oil and gas exports from Cendrawasih were recorded at USD 407 million. Not only that, forests also have other potentials such as the diversity of plants that can be used as medicinal plants. In the Land of Papua there are more than 25 to 30 thousand types of potential

medicinal plants that can be used for pharmaceutical needs (Ismail, 2015). However, the magnitude of natural wealth in Papua is not proportional to the welfare of its people. Among the potential natural wealth contained in the land of Papua, it is also not proportional to the level of welfare of the people, and it is ironic that among the large natural wealth, so far the population is still very much not prosperous.

Table 1. Percentage of Poor Population in Papua 2017-2021

Tahun Year	Persentase Penduduk Miskin Percentage of Poor People		
	Perkotaan Urban	Perdesaan Rural	Perkotaan + Perdesaan Urban + Rural
(1)	(2)	(3)	(4)
2017			
Maret/ March	4,46	36,20	27,62
September/ September	4,35	36,56	27,76
2018			
Maret/ March	4,31	36,83	27,74
September/ September	4,01	36,65	27,43
2019			
Maret/ March	4,28	36,84	27,53
September/ September	4,53	35,36	26,55
2020			
Maret/ March	4,47	35,50	26,64
September/ September	4,39	35,89	26,80

Source: Central Bureau of Statistics for Papua Province, 2021

Based on the data in the table above, it is known that the percentage of poor people in Papua Province in 2017-2021 averages 27% of the total population of Papua Province. Compared to urban areas, most of the poor are concentrated in rural areas. This illustrates that there is a gap between natural wealth owned while the number of poor people is still large (Hubeis, 2019). Asmat Regency, which is a new division area. Previously, Asmat Regency was part of Merauke Regency. However, since 2002 Asmat Regency has been established as an administrative area separate from Merauke based on Law Number 26 of 2002 concerning the Formation of Sarmi Regency, Keerom Regency, South Sorong Regency, Raja Ampat Regency, Gunung Bintang Regency, Yahukimo Regency, Tolikara Regency, Waropen Regency, Kaimana Regency, Boven Digoel Regency, Mappi Regency, Asmat Regency, Teluk Bintuni Regency, and Teluk Wondama Regency in Papua Province. Currently, Asmat Regency has 23 districts with an area of 31,983.69 square kilometers. The population, which is dominated by the Asmat tribe, reached 97,490 people in 2019. The Asmat are known as one of the original and largest tribes in the southern part of the Land of Papua. Human development in Papua Province in 2019 is included in the medium category (medium human development) with a score of 64.70 which has increased compared to the previous year. The HDI in Asmat Regency is still at 50.37, even below the Papuan average of 60.4. Likewise, the life expectancy rate for Asmat Regency is still low, namely 57.53 years. Referring to the Regional Statistics of Asmat Regency, the average real expenditure of the Asmat people is IDR 6.06 million per year.

At the same time, the expenditure of residents in other areas can reach IDR 8-10 million per year. These statistics are also relevant to the condition of people's welfare, as the data reveals that there are problems in people's welfare, especially in terms of people's quality of life. Based on the condition of people's welfare in Papua Province, including in Asmat Regency, the Regional Government is making efforts to overcome the problem of community welfare by issuing various policies (Korain et al., 2020; Joniarta et al., 2019).

One of them is the BANGGA Papua policy program as an effort to improve the quality of life for the people of Papua Province. The Papua Provincial Government has established a social protection program or called the Papua Prosperous Generation and Family Build or called the BANGGA Papua Program which is an integral part of the Papua Provincial Government's policy to produce a Golden Generation of Papua, which is formulated into the

Governor of Papua Province Regulation Number 23 of 2018 about the Papua Prosperous Generation and Family Development Program/Bangun Generasi dan Keluarga Papua Sejahtera (BANGGA).

Asmat Regency received the BANGGA Papua Program "Building a Prosperous Papuan Generation and Family" because the human development index in Asmat Regency is the lowest when compared to other districts in Papua. Based on these considerations, the Provincial Government of Papua made a policy as outlined in the Governor of Papua Province Regulation Number 23 of 2018 which explains in detail the objectives of the BANGGA Papua Program, namely: 1) Improving the nutrition and health of children aged 4 years and under; 2) Encouraging local economic growth and; 3) Reducing the level of poverty (Larasati et al., 2019).

However, in its implementation, the BANGGA Papua program experienced a number of obstacles and problems. One of the obstacles and problems faced is related to the geographical conditions of Asmat Regency which has an area consisting mostly of remote villages that are difficult to access and isolated, difficult to reach by land transportation. This access difficulty requires the distribution of the BANGGA Papua program to use special routes and transportation, namely sea and river access by boat or speed boat. The 224 villages spread across the remote areas of Asmat Regency create high transportation costs which are very expensive.

The next obstacle is the distribution of BANGGA Papua, which is because not all villages or districts in the Asmat Regency have Bank Papua Branch Offices as a means of distributing BANGGA Papua. Apart from going through the Bank Papua Branch, distribution is also through payment points, which is still limited. As a result, beneficiaries have to take it to the nearest bank in the district capital which is also far away, having to stand in long queues and it takes a long time. Even though the distribution was assisted by a team of companions and distributors, not all areas could be reached by the team. Likewise with the nomadic lifestyle of the people of Asmat Regency, this also became an obstacle when the distribution team came to distribute BANGGA Papua, but the residents were not there (Mustafa et al., 2016). The next problem is the use of the BANGGA Papua Program which is not on target, where based on the observations of researchers in the pre-research, it was found that there were consumptive problems among BANGGA Papua beneficiaries. It was found that there were beneficiary parents who did not prioritize the needs of their children, including the father who did not prioritize the needs of the mother due to economic difficulties and financial helplessness due to the lack of steady income because they could not get a steady job.

The existence of problems and obstacles encountered may indicate that the BANGGA Papua program has not been optimally implemented. The importance of implementing a policy or program, because implementation is part of the policy process. Without implementation, public policies that have been prepared will not be able to achieve their goals, meaning that the design or arrangement of policies does not mean anything. Likewise, it is said that without effective implementation, decisions from policy makers will not be successfully implemented.

Based on the explanation of the policy implementation model above, the researcher adopted the policy implementation model developed by Hamdi Muchlis because the variables offered by the expert were deemed appropriate to help answer researchers' problems regarding the Implementation of the BANGGA Papua Policy in Asmat Regency. Some of the determinants and dimensions that he put forward can assist researchers in assessing the extent and how the implementation of the BANGGA Papua Policy is effective so that it will improve the welfare of the Indigenous Papuans (OAP), especially in Asmat District. For this reason, an interesting question to be answered factually is set forth in the research "Implementation of the BANGGA Papua Policy in Asmat Regency, Papua Province".

B. METHOD

This study uses a qualitative-descriptive method. In this study the authors use a concept that is expected to help researchers to explain the phenomenon of policy implementation related to the BANGGA Papua Policy Implementation in Asmat Regency and what are the determinant factors that influence it. The grand theory used is the concept of Policy Implementation put forward by Hamdi, there are five factors that influence policy implementation. The factors are resources, target group participation, policy substance, implementing behavior and performance network interactions.

In this study, the grand theory used is the concept of Policy Implementation put forward by Hamdi, there are five factors that influence policy implementation. The factors are resources, target group participation, policy substance, implementing behavior and performance network interactions. Then in assessing the success of implementation there are three important dimensions, namely productivity, linearity and efficiency. The type of data used is qualitative data to determine the implementation of the BANGGA Papua Program policies. Related to the explanation of data collection techniques, it is associated that as a qualitative researcher it is necessary to have an understanding of common sense (commonsense understanding) in which the researcher must be able to see and distinguish what is true and real from what is wrong or inconherent based on the perspective and logic of the researcher, perhaps according to subject to this world, you must be able to know, accept and present their view as it should be. In this study there were three data collection techniques used, which these techniques complement, namely interviews, observation, and documentation.

C. RESULT AND DISCUSSION

Based on the recapitulation table of the analysis findings below, several factors can be described which according to researchers are crucial factors that are quite dominant compared to other factors that support or hinder the implementation of the BANGGA Papua program policies, namely:

Table 2. Recapitulation of the Results of the Analysis of Supporting and Obstacles to the Implementation of the BANGGA Papua Policy

No	Dimensions/Sub Dimensions	Supporting Factors	Obstacle Factor
1	2	3	4
1. Policy Substance			
	Policy Specifications	1) There are operational technical guidelines as a technical basis for the implementation of the BANGGA Papua program.	-There is no guarantee of program continuity -There are no rules or provisions for sanctions for beneficiaries who misuse the assistance. -Culture and paradigm of society, many children have many opportunities to get help. Community understanding like this is against the family planning policy.
	Alignment of policy content with other policies	2) There are plans, RPJMD 3) There is a regulations that are aligned with the BANGGA Papua policy.	An emergency condition that causes the emergence of a new policy that can stop the implementation of the BANGGA Papua policy. Such as refocusing the budget for handling the Covid-19 pandemic.
2 Executor's Task Behavior			
	Work motivation	4) There are facilities, equipment and	7) Geographical conditions, large distances, accessibility

		<p>activity budgets to support the performance of policy implementers.</p> <p>5) There is a work organization structure or a solid team.</p> <p>6) There is collaboration and cooperation with OPD, the Church and community leaders.</p>	<p>difficulties and transportation facilities, so that operational costs (transportation) are very expensive.</p> <p>8) Facilities and infrastructure are not yet representative, the secretariat of the BANGGA Papua Secretariat often does not reside.</p> <p>9) Members of the BANGGA Papua Secretariat come from civil servants, so it is difficult to manage the time between their main job and duties at the secretariat.</p>
	Learning Ability	<p>10) Exists training activities and outreach programs</p> <p>11) Exists partner facilitators outside of government (Kompak and Mahkota)</p>	<p>12) Lack of implementing human resources</p> <p>13) Community culture</p> <p>14) The low level of public education results in low public understanding</p>
	Abuse of authority	<p>10) Exists training activities and outreach programs</p> <p>11) There are partner facilitators outside of government (Kompak and Mahkota)</p>	<p>15) Lack of implementing human resources</p> <p>16) Community culture</p> <p>17) The low level of public education results in low public understanding</p>
	Abuse of authority	<p>15) Information technology support increases accountability and transparency</p> <p>16) There is tiered supervision</p>	<p>17) Low awareness and commitment of executors</p>
3 Network Interaction			
	Inter Executor Cooperation	<p>18) There is legitimacy for the establishment of the BANGGA Joint Secretariat Papua (Pergub Papua No.23 of 2018)</p> <p>19) There is a common understanding, responsibilities, targets and work demands Commitment of regional leaders and OPD</p> <p>20) There is cooperation through the Joint BANGGA Papua secretariat</p>	<p>22) There are parties who do not support the BANGGA Papua program</p> <p>23) Limited infrastructure and communication infrastructure</p> <p>24) Low awareness and commitment of executors</p> <p>25) Geographical conditions, distance coverage and accessibility difficulties</p>

	Provincial and district authority relations	26) There are regulations governing provincial and district authorities 27) Commitment of provincial and district leadership	28) Less than optimal coordination
4 Target Group Participation			
	The level of community acceptance of the benefits of the activity	29) Central and regional (provincial and district) government HR support 30) Support from parties outside the government 31) Public interest is quite high 32) There are outreach and educational activities to increase public understanding 33) Communities are facilitated and facilitated in managing population documents	34) Changes in budget commitments (budget refocusing) 35) There is no guarantee of program continuity, so the program is stopped 36) Community culture, such as giving children which causes double data on beneficiaries 37) Geographical conditions resulting in accessibility and reach difficulties 38) Abuse of aid 39) Nomadic culture 40) Limited communication infrastructure
	Ability to contribute to the target group	41) The enthusiasm of the beneficiary community 42) Public interest in processing population documents 43) Involvement of community leaders (traditional leaders, religious leaders, and village elders) 44) There is socialization and education media	45) Attempts to manipulate beneficiary data 46) Polygamy in the culture of society 47) Swelling of operational costs because beneficiaries bring babies so that executors provide additional facilities (food for babies) 48) Geographical conditions, difficulty of reach and accessibility 49) The level of education is low so that the level of understanding of the objectives and stages of program implementation is low
5 Resource			
	Fund Resources	50) Commitment of regional leaders to provide a budget 51) Regulations and budgeting mechanisms	52) Limited local government budget 53) Low commitment to the utilization of the Papua Special Autonomy funds 54) Geographical conditions, difficult accessibility and reach 55) Prone to security disturbances and natural disasters
	Human Resources	56) There is a civil servant policy as	58) Availability of human resources is limited

		<p>program executor in the Joint secretariat.</p> <p>57) There is training activities for implementing HR</p>	<p>59) The lack of budget to increase the availability of human resources</p>
	E30940134	<p>60) Equipment assistance from the province and parties outside the government (NGOs/NGOs)</p> <p>61) There is a budget for equipment</p>	<p>62) Difficulties in the availability of fuel</p> <p>63) Geographical conditions, difficulty of reach and accessibility</p> <p>64) Security and disaster prone conditions</p> <p>65) Limited budget to meet equipment needs</p>
	Information	<p>66) There are outreach and educational activities</p> <p>67) There is an information channel through the hotline</p> <p>68) Information media, outreach and education through pamphlets, banners, brochures, etc</p>	<p>69) Limited information and communication infrastructure</p> <p>70) Communication networks (telephone and internet) have not been able to reach all districts and villages</p>
	Technology	<p>71) There is an application for input</p> <p>72) There are HR operators</p> <p>73) There is training for operators</p>	<p>74) The application cannot be offline, so when the internet activities stop</p> <p>75) The application has not been integrated into SIAK data</p> <p>76) Communication network infrastructure (telephone and internet) is not evenly distributed in all districts and villages</p>

Source: Research Findings, 2022

Policy Substance

Based on the perspective of the dimension of policy substance, it is described that the contents of the policy are seen as quite clear, specific and in line with other policies or regulations. The existence of regulations that are in line with the policies of the BANGGA Papua program and the existence of operational technical guidelines are factors supporting the implementation of BANGGA Papua. However, there is no guarantee of program continuity, there are no sanctions rules for misuse of BANGGA Papua assistance, and community culture can hinder the implementation of BANGGA Papua.

Executing Task Behavior

Based on the perspective of the behavior of executors, it can be said that the behavior of executors is good enough in implementing the BANGGA Papua program. The involvement of facilitators outside the government, the existence of tiered supervision and the existence of technology that can increase accountability and transparency can support the implementation of BANGGA Papua. However, the low awareness and commitment of implementers, the availability of implementing human resources, limited facilities and infrastructure, as well as geographical conditions that make accessibility and outreach difficult are factors that can hinder the implementation of BANGGA Papua.

Network Interaction

Based on the perspective of work network interaction, it can be said that work networks interact quite well. The existence of an institution through the Joint BANGGA Papua secretariat which is legitimized by regulations, the commitment of regional leaders and a common understanding of responsibilities and demands for work targets are supporting factors for policy implementation. However, the existence of parties who do not support the program, limited communication infrastructure, and coordination that is not yet intensive are factors hindering the implementation of the BANGGA Papua program.

Target Group Participation

Based on the perspective of the target group's participation, it can be said that the target group has sufficiently participated in the implementation of the BANGGA Papua program. Support from facilitators outside the government, community interest, support and involvement of community leaders are factors supporting the implementation of BANGGA Papua. However, limited communication infrastructure, community culture, low level of education and understanding of the community, as well as geographical conditions that complicate reach and accessibility are factors hindering the implementation of BANGGA Papua.

Resource

Based on the perspective of resources, it can be said that the availability of resources for the implementation of the BANGGA Papua program is still not optimal. The existence of media and socialization and education activities, equipment assistance from facilitators and parties outside the government, as well as applications are supporting factors. However, the obstacle from the resource dimension is quite large. The existing budget, human resources, technology, communication infrastructure and equipment are still limited and do not meet ideal needs.

So that from the start it was possible to make a decision as to what had to be done in order to implement the BANGGA Papua policy in Asmat Regency, Papua Province, so that it would run successfully without major obstacles and obstacles. For this reason, a program implementation model related to the provision of social assistance needs to provide parameters as well as conceptual and procedural references in order to achieve the goals of a more effective and efficient policy. The model is compiled based on the theoretical framework that already exists in the policy implementation model proposed by Fatmawati (2021), which is combined with the findings to obtain any dimensional constructs that are appropriate to apply, or become conceptual in order to idealize and make policy implementation as effective as possible.

Following are the results of the elaboration and reconstruction of the model into dimensional concepts designed by the researcher, as presented in the following figure:

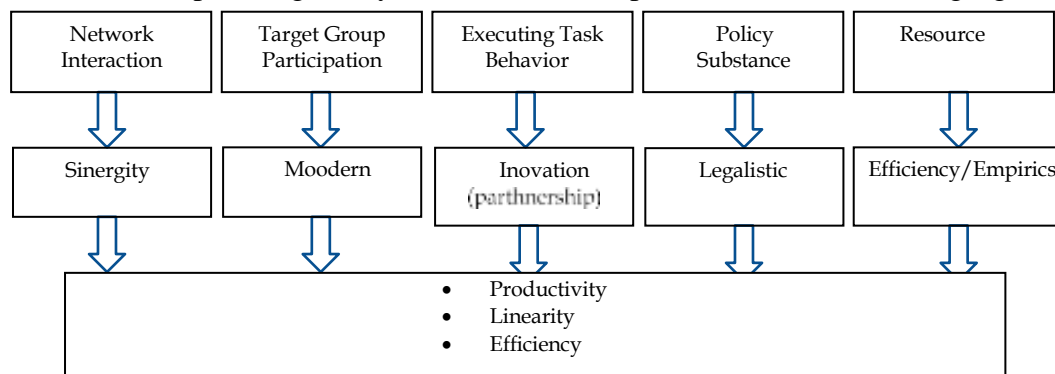


Figure 1. BANGGA Papua Policy Implementation Model Design

Based on the explanation above, the researcher proposes a model for the implementation of the BANGGA Papua policy in Asmat Regency, with the name "LISME", as presented in the following figure.:

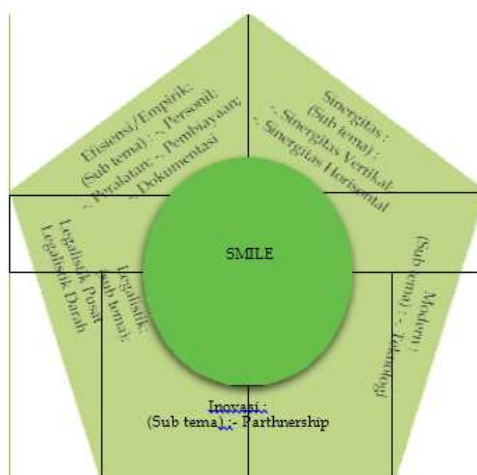


Figure 2. BANGGA Papua Policy Implementation Model in Asmat District, Papua Province, (SMILE Policy)

The explanation and description of the dimensions of the model are as follows:

a. Synergy

Synergy is simply interpreted as integration. Therefore, an ideal policy implementation cannot be carried out solely by relying on one organization or one party alone, it will achieve more effectiveness if it is carried out jointly. Synergy in this concept can lead to contextual collaboration. This means that all elements of society, including the government, private sector, non-governmental organizations and civil society, are jointly working to achieve the goals of public policy. This dimension is elaborated on from the findings of the analysis that basically the BANGGA Papua program has been implemented quite well by the Asmat District Government, but productivity gains have been low. The existence of an institution through the Joint BANGGA Papua secretariat which is legitimized by regulations, the commitment of regional leaders and a common understanding of responsibilities and demands for work targets are supporting factors for policy implementation. However, the presence of parties who do not support the program, limited communication infrastructure and lack of intensive coordination are factors hindering the implementation of the BANGGA Papua program.

For this reason, the dimension of synergy basically offers an understanding that, in order for implementation to be effective, synergy is needed in the context of collaboration, ideally being able to utilize the Joint institutions as in the BANGGA Papua secretariat, which is legitimized by regulations, supported by regional leadership as a catalyst so that they can build good coordination. The impact of this is that the problem of limited infrastructure and the presence of parties who do not support the program will be easier to overcome synergistically, together, or in a collaborative context, collaboratively (Roebyanto & Unayah, 2014). This dimension of synergy includes cross-sectoral collaboration both vertically between provinces and districts, as well as horizontally both between local government organs, for example between district/city secretaries, as well as between regional governments and other elements of society, namely the private sector, NGOs and civil society (Roziqi & Rosyidin, 2020).

b. Modern

Modern is interpreted by researchers as a new attitude and way of thinking, which is adapted to the time dimension, that is according to the era. So traditional ways of implementing programs that are too bureaucratic, slow and have the potential for fraud, must be updated with

products or systems that are produced from a modern attitude and behavior paradigm (Sirajuddin, 2016; Joniarta et al., 2019; Kongsakon et al., 2019). Because today is the era of globalization and the era of technology, inevitably all aspects of life, including governance in the implementation of a policy program, take advantage of technological advances as much as possible. So, with the presence of SIM BANGGA Papua online, it is already a manifestation of modern concepts in government management.

This dimension is elaborated from research findings, namely the BANGGA program implemented by the Asmat Regency Government is basically quite good, but its productivity is still low. Support from facilitators outside the government, community interest, support and involvement of community leaders are factors supporting the implementation of BANGGA Papua. However, limited communication infrastructure, community culture, low level of education and understanding of the community, as well as geographical conditions that complicate reach and accessibility are factors hindering the implementation of BANGGA Papua.

For this reason, the modern dimension requires the involvement or participation of executors and elements of society to be accommodated in a modern system, but modernity through integration does not ignore the culture and culture that lives in the target group society. Traditional society must be treated for its local wisdom, but it must be bridged and facilitated by modern systems and tools (Taum, 2015; Tebay, 2016; Biermann et al., 2019). This is due to the emergence of hopes that the integration of technology can overcome the barriers of space and time, the difficulty of accessibility and reach, and is able to empower the solidarity of civil society involvement, namely indigenous peoples as the program's target group, the spearhead of which relies on community leaders. Technology as part of modernity must be empowered to overcome obstacles, while modernizing the perspective of society that is not good as a negative implication of culture and paradigms of thinking that are traditional but not good (Hyder et al., 2020).

c. Implementing Innovation (Partnership)

Innovation is simply interpreted as renewal. So, in relation to the implementation of public policy, in this case it provides a stimulant of thought that when executors do not have good performance in implementing a program, institutional reforms should be carried out structurally, organizationally, and functionally (Unit, 2014; Roelfesma et al., 2020). This dimension is based on an elaboration of analytical findings where the BANGGA Papua program is basically implemented well by the local government but its productivity is low. Then, the involvement of facilitators outside the government, the existence of tiered supervision and the existence of technology that can increase accountability and transparency can support the implementation of BANGGA Papua. However, the low awareness and commitment of implementers, the availability of implementing human resources, limited facilities and infrastructure, as well as geographical conditions that make accessibility and outreach difficult are factors that can hinder the implementation of BANGGA Papua. For this reason, innovation in implementers is needed so as to bring up the concept of partnership in the implementation of the BANGGA program.

Implementing innovation is not only focused on behavior or norms that demand commitment and awareness, more than that innovation is also on the implementation of a program, in a broad sense innovation accommodates ways, methods and procedures that are able to utilize partnerships in achieving the common goals of implementation of a public policy (Casula, 2020).

d. Legalistic

Legalistic comes from the word "legal" which in Indonesian can mean legal, or legal. This legalistic meaning, in the context of public policy, according to researchers is a construction

of the concept of thinking that in the stages of policy implementation, the need for legal justification for a decision that is institutionalized and has a goal for the public interest (Yaluwo, 2021). Likewise, in a simple legalistic way it can be interpreted as legal according to the rules or according to the law.

The legalistic dimension basically shows an understanding that the importance of a legal standing or legal basis, its form is regulation in its various hierarchies. Even though policies are at the regional level, because Indonesia is a unitary state with a connected government system from the lowest regional level to the center, the legal standing or regulations must be equally strong, or regulations above strengthen regulations at lower levels. For this reason, this concept practically wants to provide input to the center and the regions, where it is hoped that for regions such as Papua, policies such as social protection programs that are implemented are to make more use of the District Government in particular, so that the realization and achievement of program objectives are better maintained, with a legal standing foundation or strong, clear and comprehensive regulation. With regard to the meaning of implementation as Pressman and Wildavsky argue that, "implementation as to carry out, accomplish, fulfill, produce, complete".

This dimension also departs from the elaboration of the findings that the BANGGA Papua program that has been implemented so far has been running quite well but has minimal productivity. The existence of regulations that are in line with the policies of the BANGGA Papua program and the existence of operational technical guidelines are supporting factors for the implementation of BANGGA Papua. However, there is no guarantee of program sustainability, there are no sanctions rules for misuse of BANGGA Papua assistance, and community culture can hinder its implementation. For this reason, the legalistic reliance, both at the central and regional levels, or written and unwritten policies, should not ignore the culture of the community, and the nature of the law, which often requires sanctions so that a provision is enforced adhered to and properly implemented. Apart from that, what is more important is that legalism is able to guarantee the sustainability of a program, even though the implementation of a program is faced with force majeure constraints as well as problems outside of administration and technicalities.

e. Empirical/Efficiency

Efficiency or empirical conception departs from the simple understanding that utilization of existing resources must be a catalyst in the success of policy programs. This dimension is elaborated from research findings, namely the BANGGA Papua program implemented by the Asmat Regency Government has been quite good but low productivity. For this reason, efficiency in this dimension offers the idea that the aspects of personnel, financing and equipment as part of the efficiency dimension are ideally able to overcome the problem of limited human resources, budget, equipment and technology by utilizing the involvement of parties outside the government, such as the existence of facilitators from NGOs or non-governmental organizations, as well as civil society through community leaders, both traditional leaders, religious leaders, and youth leaders. This efficiency concept leads to the utilization of personnel, financing and equipment aspects to be directed at achieving maximum results, especially the problem of limited resources and infrastructure.

D. CONCLUSION

The conclusions that can be stated are as follows: 1) The implementation of the BANGGA Papua policy by the Asmat Regency Government is considered not to have been achieved well. This is viewed from a linearity perspective where the program implemented is not in accordance with the procedure, cost, and place, and also the time which only runs from 2018 to 2021, which should ideally run for 5 years without interruption; and programs implemented by the Asmat District Government in utilizing executors, assets, funds and

technology are less efficient. Meanwhile, the productivity of the number of policy target achievements is in the low category' 2) The supporting and inhibiting factors of BANGGA Papua policy implementation based on the perspective of the dimensions of the policy implementation model are as follows: Policy substance, Executor task behavior, Network interaction, Target group participation, and Resources; 3) The SMILE model was developed by researchers as a policy implementation model that can be applied in studies and in the practice of implementing social protection policies. The SMILE model consists of dimensions of synergy, modernity, innovation, legality and efficiency which are formulated as a result of the elaboration of the policy implementation model and research findings.

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