Research Article

Policy Capacity in the Special Autonomy Framework in Increasing the Empowerment of Papuan People in Sorong City: A Conceptual Analysis

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Abstract.
Studies on special autonomy (otsus) in Indonesia have developed in the last two decades. Several studies such as Fitra (2015) and Bivitri Susanti (2016) emphasize the construction of laws and regulations. Aspinall (2007) and Chauvel (2011) emphasized on the importance of cultural recognition and the history of marginalization as the basis for the legitimacy of special autonomy policies. In recent years, there has been a shift in focus towards governance and policy capacity as an alternative perspective to assess the effectiveness of special autonomy. The capacity model of Wu, Ramesh & Howlett (2015) is an important reference in assessing the analytical, operational, and political dimensions of local policy systems. Some of the analytical gaps are still largely untouched, such as the relative lack of studies that integrate the policy capacity approach in the analysis of specific autonomy and the lack of conceptual models that link institutional and socio-cultural structures within a single analytical framework.

This study fills these gaps by developing a conceptual analysis framework related to the concept of policy capacity in the context of special autonomy. Discourse analysis approach based on a qualitative approach with an emphasis on analytical and operational capability analysis, as well as local socio-political dynamics that become the context of policy capacity. This study has made a theoretical contribution to the development of a more responsive and sustainable special autonomy policy governance, which is examined in the case of the capacity of special autonomy policies in Sorong City.

Policy capacity is a fundamental prerequisite for the successful implementation of special autonomy. Capacity building should be a top priority in supporting the sustainability and effectiveness of special autonomy policies. This conceptual review shows that the success of special autonomy depends not only on the amount of authority or funding provided, but also on the extent to which local actors have the capacity to manage and utilize that authority effectively and inclusively. This is an inseparable part of efforts to increase the capacity of special autonomy policies in improving the quality and empowerment of the Papuan people in general.

Keywords: policy capacity, indigenous Papuans, special autonomy

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1. Introduction

Within the framework of decentralization, special autonomy becomes an important instrument for the state to accommodate socio-political diversity and strengthen national integration. Indonesia, through its special autonomy policy (otsus), provides a wider space for certain regions such as Papua, Aceh, and DKI Jakarta to regulate and manage government affairs according to their specificities. However, the success of the implementation of special autonomy is largely determined by the policy capacity of local actors. Therefore, it is important to understand how policy capacity works in the context of specific autonomy.

In addition, in the framework of a unitary state that is multicultural, the policy of special autonomy (otsus) is presented as a constitutional mechanism to respond to the political, social, economic, and cultural diversity that exists in certain regions. Special autonomy is an asymmetric decentralization strategy that aims to provide recognition of local identity, encourage indigenous participation, and accelerate the development of regions that experience historical inequality.

However, two decades of special autonomy in Indonesia, especially in Papua and Aceh, have shown mixed results. A number of studies show that the main challenge lies not in the size of the authority or special autonomy funds, but in the weak capacity of local policies in responding effectively to the autonomy mandate. The implementation of special autonomy often faces challenges in the form of regional institutional unpreparedness, low quality of human resources, and socio-political fragmentation. For example, in the context of Papua, the large availability of special autonomy funds has not been fully in line with the improvement of welfare indicators due to weak local policy capacity. Another problem that often arises is the weak analytical capacity in formulating policies based on contextual data, as well as the dominance of local elites in the decision-making process that erodes participatory political capacity.

Several studies have attempted to photograph the dynamics of specific autonomy from a variety of perspectives. Aswandi Syahri (2017) studied the effectiveness of special autonomy policies in Aceh and found that the dissonance between the institutional structure of special autonomy and the implementation of development policies has an impact on low public legitimacy towards local governments [1]. Meanwhile, the analysis found by Hasibuan, Sarah. N. (2021) in his study on Papua highlighted inequality in the use of the Special Autonomy Fund which is not accompanied by strengthening the capacity of local governments, especially in the field of development planning and

supervision [2]. The absence of a policy institution that has reliable quality has caused the achievement of the goals of the special autonomy policy so far. In fact, the study by Aspinall and Berenschot (2019) explained that in a study on political patronage and decentralization in Indonesia, it was found that regional autonomy, including those of a special nature, is vulnerable to being controlled by local elites who have strong political connections but are weak in terms of governance and accountability [3] . It seems that the issue of participation and leadership and the policies of the local elite have a strong influence in the implementation of special autonomy policies to achieve their goals. This is also in accordance with the findings of UNDP (2022) in the Papua Special Autonomy Implementation Evaluation Report concluding that the success of special autonomy is highly dependent on the institutional capacity and political will of local actors, as well as the sustainability of institutional reforms based on the participation of indigenous peoples [4].

The results of previous studies confirm that to understand the dynamics of the implementation of special autonomy in its entirety, a deeper analysis of local policy capacity is needed, both in the analytical, operational, and political dimensions. Without adequate capacity, special autonomy has the potential to become a symbolic policy that is ineffective in addressing structural inequality and demands for cultural justice.

Studies on special autonomy policies in Indonesia have developed in the last two decades, along with the implementation of asymmetric decentralization in a number of regions such as Aceh, Papua, and DKI Jakarta. The initial literature is more focused on legal, political, and financial aspects, especially those related to differences in authority structures, the amount of transfer funds, and identity conflicts. However, in subsequent developments, there is a need to understand the ability of local institutions and policies to absorb and carry out the mandate of special autonomy effectively. Although there are many important studies on special autonomy, there are some research gaps that have not been touched upon, including the relatively lack of studies that integrate the policy capacity approach in the analysis of special autonomy. In addition, there is still a lack of conceptual models that are able to relate institutional structures, policy actors, and socio-cultural contexts in an analytical framework and there is relatively no quantitative or systematic measurement of local policy capacity in special autonomy areas, either through indices, indicators, or data-based evaluations.

This study aims to fill the gap in the concept of public policy capacity from the perspective of the socio-cultural typology of local communities that are the target of special autonomy policy achievements. In this regard, to develop a conceptual analysis

framework of policy capacity in the context of special autonomy. This approach not only looks at institutions and funds, but also maps actors, analytical and operational capabilities, as well as local socio-political dynamics that are the context for the implementation of special autonomy policies in the Sorong City area. Thus, this study can make a theoretical and practical contribution to the development of special autonomy policy governance that is more responsive and sustainable and rooted in developing local customs.

2. Theoretical Review

Definition of Policy Capacity

Policy capacity refers to the ability of government institutions and related actors to formulate, implement, and evaluate public policies effectively. According to Wu, Ramesh, and Howlett (2015) [5], policy capacity can be classified in three main dimensions:

1. Analytical capacity, in the form of technocratic ability to generate relevant knowledge and analysis.

2. Operational capacity, in which the ability to manage resources, institutions, and policy implementation processes.

3. Political capacity is the ability to build legitimacy, coordination between actors, and influence on the political environment.

In the context of special autonomy, these three capacities are crucial because of the complexity of policies that intersect with issues of identity, distributive justice, and cultural rights.

In the framework of a pluralistic nation-state, the policy of special autonomy (otsus) is not only an administrative response to development inequality or identity conflicts, but also a representation of the state's efforts to asymmetrically decentralize power. The implementation of special autonomy requires not only clear regulations and sufficient resources, but also adequate policy capacity at the local level. In this context, policy capacity is a strategic prerequisite for the success of special autonomy, especially in responding to the challenges of governance, social justice, and indigenous peoples' empowerment. This approach is important in the context of special autonomy because the complexity of the issues at hand involves technical, institutional, and power relations dimensions.

Meanwhile, the theory of New Institutionalism explains that policy capacity is greatly influenced by formal and informal rules that govern interactions between policy actors. Institutional structures, social norms, and local bureaucratic practices play a central role in shaping the behavior of actors and the effectiveness of special autonomy policies. The concept of this approach notes that formal and informal rules play an important role in the interaction of each actor and can determine the quality of existing public policies. In the context of special autonomy, especially in regions with asymmetric decentralized designs, the policy process takes place in relations between levels of government. This theory highlights the importance of vertical (central- regional) and horizontal (between regional agencies and with civil society) coordination to create responsive and collaborative policies.

On the other hand, the concept of contextual and participatory approaches departs from the assumption that the success of policies is strongly influenced by the conformity of policies with local values, sociocultural conditions, and community involvement in the policy process. In a special autonomy framework that promises the recognition of indigenous peoples' identity and participation, this approach has become particularly relevant.

Based on the theoretical foundation above, the policy capacity in the framework of special autonomy is analyzed using an integrative framework that includes the following five main components: (1). Institutional Structure of Special Autonomy, which aims to explain whether there are institutions or units implementing special autonomy policies that have clarity of functions and authorities? And what is the relationship between local institutions and the central government in the implementation of special autonomy? In addition, the (2) is the same. Changing dimensions of policy capacity in view (Wu et al., 2015), which consist of analytical dimensions, operational dimensions and political dimensions. (3). Regarding actors and the dynamics of policy networks which include various things such as who are the actors involved (government, DPRD, local elites, NGOs, indigenous peoples)? And what is the power relationship and coordination between these actors? (4). Socio- Cultural Context and History of Conflict which high-lights how the history of relations between local communities and the state is? And is the special autonomy policy able

to accommodate the identity and interests of indigenous peoples? And the fifth (5). That is about policy performance.

This analytical framework is used to assess policy capacity in special autonomous regions, such as Southwest Papua, through qualitative analysis, by collecting a number of relevant expert opinions. So that a common thread of understanding can be drawn that underlies the concept of public policy capacity in improving the quality of special autonomy policies. To understand the dynamics of policy capacity within the framework of special autonomy, an integrative approach is needed. Here are some important elements:

1. Special Institutional Structure: The availability of adaptive and responsive special autonomy implementing legal tools and institutions.

2. Human Resources and Contextual Knowledge: Strengthening local capacity through education, training, and knowledge transfer from the center.

3. Multi-Level Governance Coordination: Harmonization of roles between central, regional, and non-state actors in an asymmetric framework.

4. Participation and Accountability: Increase the participation space of indigenous peoples and local stakeholders in the policy cycle.

In general, the author explains the framework of this research through visual images as follows:

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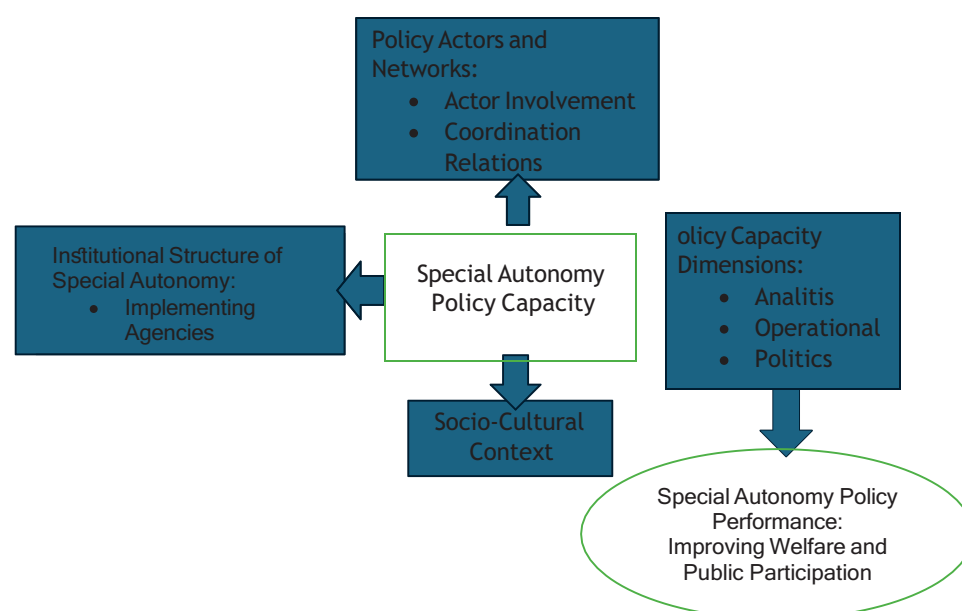In general, the author explains the framework of this research through visual images as follows:

Figure 1: The capacity of policy in the context of special autonomy.

The Figure 1 is a visual schema of a conceptual framework that illustrates the capacity of policy in the context of special autonomy. The scheme is structured in the form of a centralised diagram, which explains the linkages between the various key elements that affect the policy capacity in the special autonomy area.

Based on this theoretical framework, it can be explained that some of the supporting components to increase public policy capacity, in this regard special autonomy policy capacity, are the establishment of a special autonomy institutional structure that can create a valid special autonomy policy governance and in accordance with formal agreements. In addition to the institutional structure, it is also necessary to have implementing institutions at every level of government and bureaucracy, both nationally and at the local level, so that a task force is created to control it. In the order of implementation of the special autonomy policy program, the perspective of central and regional relations is needed in order to be able to organize the coordination system and division of authority between the central and regional governments to run effectively. Conceptually, several dimensions of public policy mentioned by experts include Wu, et.all., (2015) [5] that among the dimensions of policy capacity include the analytical dimension which aims to ensure the level of data availability and the degree of analysis. Meanwhile, the operational dimension is related to the effectiveness at the stages of implementing certain policies and their budget management systems as well as the political dimension includes the aspect of political support and legitimacy from various policy actors that can be expected to encourage change and the achievement of the goals of the special autonomy policy, namely improving the welfare of the Papuan people and increasing the participation of the people in general. Each component contributes directly or indirectly to the policy capacity. For example, political capacity can be influenced by socio-cultural relations and the history of conflict. Similarly, a strong institutional structure will strengthen operational capacity and more coordinated network actors.

The study of policy capacity has undergone significant conceptual developments. In general, policy capacity can be understood as the ability of a government system to design, manage, and adjust policies effectively to socio-political and economic dynamics. Some of the key approaches and theories relevant in framing policy capacity include:

1. Functional-Instrumental Approach

This approach emphasizes the technocratic and administrative capabilities of government agencies in designing data-driven policies, formulating regulations, and implementing programs efficiently. This theory is heavily influenced by classical public administration thinking, such as the Good Governance Framework, which prioritizes transparency, efficiency, and accountability.

2. Institutional Approach

In this approach, policy capacity is seen as a result of institutional design and dynamics. New Institutionalism underscores the importance of formal structures, norms, and rules of the game that influence the behavior of actors and policy output. Weak institutions will give birth to ineffective policies, even if they have adequate resources.

3. Actor and Policy Networks Approach

According to this approach, public policy is no longer seen as the product of state actors alone, but as the result of the interaction of various actors in the network—including civil society, the private sector, and local communities. Policy capacity in this context depends on the extent to which governments are able to build and manage productive relationships within the network.

4. Dynamic Approach (Adaptive Capacity)

In complex and fast-changing situations, such as the context of special autonomy that is fraught with conflict and uncertainty, policy capacity is understood as adaptive capacity. Adaptive policy theory emphasizes the importance of policy learning, institutional innovation, and flexibility in dealing with local dynamics.

3. Research Methods

This study uses a discourse analysis approach in the study of conceptual analysis to observe the development of theoretical conceptual thinking and dialogue related to the characteristics of special autonomy policy capacity. (Michael Foucolt, 1926-1984) This approach is used as an effort to bridge the limitations of the literature that discusses the problem of public policy capacity in a dynamic socio-cultural context. By observing the development of literature that developed from 2010 to 2022 related to the meaning of the concept of public policy capacity, various categories and characteristics that have developed can be traced and can be used to examine special autonomy policies.

4. Results and Discussion

The results of a search of various literature checked through various official websites in the google search engine, detected several characteristics and perspectives of the discussion of concepts and theories related to the understanding of public policy capabilities associated with special autonomy policies. In general, there are a lot of sources from google that systematically mention the three-capacity model sourced from the analysis of Wu, Ramesh & Howlett

Wu et al. (2015) who developed a three-dimensional framework of policy capacity, namely, Analytical Capacity, related to data quality, research, and analytical ability in designing policies [5]. Operational Capacity, refers to managerial and administrative ability in carrying out policies as well as political capacity regarding political legitimacy, ability to build coalitions, and public support for policies. This model is important for understanding the interplay between technical and political capacity, especially in the context of special autonomy that faces the challenges of identity politics, elite resistance, and high expectations of indigenous peoples.

Meanwhile, in the process of searching for contextual and locality concepts and approaches, which is a study of policy capacity in the context of special autonomy, it must also consider the contextual approach, which emphasizes the importance of local values, socio-cultural systems, and the history of relations between the central and the regional. In this case, the local-governance and community-based policy approach is crucial, as the success of the policy is highly dependent on the acceptance and participation of local communities. This perspective is more often used in various public policy cases, not only those with high social conflict tensions but also in policy perspectives that are quite normal and dynamic.

Several early studies such as Fitra (2015) and Bivitri Susanti (2016) emphasized the construction of laws and regulations as the main basis for special autonomy analysis [6] [7]. These studies highlight inconsistencies between central and local regulations and weak legal protections for the rights of indigenous peoples. Meanwhile, the World Bank (2018) and BPS (2020) highlight more on the effectiveness of the use of Special Autonomy Funds (DOKs), focusing on efficiency, accountability, and development outputs, but tend to ignore the institutional capacity underlying the management of these funds [8].

Other research that is quite developed is the one that focuses on conflict, identity, and reconciliation in the context of special autonomy, as written by Aspinall (2007) and

Chauvel (2011) [9]. This approach underscores the importance of cultural recognition and the history of marginalization as the basis for the legitimacy of special autonomy policies.

However, while important, this study often does not delve into technocratic and managerial issues related to how local actors formulate, adjust, and implement policies in the context of autonomy.

4.1. The Emergence of Governance Perspectives and Policy Capacity

In recent years, there has been a shift in focus towards governance and policy capacity as an alternative perspective to assess the effectiveness of special autonomy. Models such as the three capacities of Wu, Ramesh & Howlett (2015) are important references in assessing the analytical [5], operational, and political dimensions of local policy systems. In this regard, UNDP's findings and analysis (2022) show that low human resource capacity and strategic planning are one of the main causes of the failure of special autonomy in responding to the expectations of indigenous Papuans [4] .

4.2. Development of Public Policy Capacity Theory

The concept of public policy capacity has undergone a theoretical evolution, from a technocratic approach to a more contextual and participatory approach.

a. Classical Approach: Rationalism and Administration

The beginning of the theory of public policy capacity was heavily influenced by rational-instrumental views, such as those carried out by Herbert Simon (bounded rationality) and the linear model of policy. Capacity is understood as the technocratic ability of government institutions to formulate policies based on data, efficiency, and effectiveness.

b. Institutional and Governance Approach

Subsequent developments emphasize the importance of institutional and governance contexts. Institutional capacity theory highlights the importance of organizational structure, legal authority, human resources, and formal procedures in supporting policy capabilities. In the context of special autonomy, this includes how local governments manage special autonomy funds, design programs, and build accountable supervisory systems.

c. Participatory and Adaptive Approaches

Modern policy capacity not only emphasizes the internal side of the bureaucracy, but also highlights interactions with external actors such as civil society, NGOs, and indigenous groups. Ansell and Gash (2008) with the collaborative governance model emphasize that policy capacity also includes the ability to build consensus and legitimacy [10]. In the context of special autonomy, the success of the policy is largely determined by how much involvement the Papuan Indigenous People (OAP) are in policy planning and implementation.

d. Transformational Capacity and Context Sensitivity

In the context of conflict or marginal areas such as Papua, the theory of transformational capacity has developed—that is, the government's ability to carry out structural transformations that address the root causes of injustice. It involves a combination of technical, political, social, and cultural capacities. As stated by Grindle and Hilderbrand (1995) [11], policy capacity should include:

- Systemic capacity: legitimacy and stability of the political system
- Institutional capacity: public organizational capabilities
- Human resource capacity
- Network capacity and partnerships
- Capacity to learn and adapt

4.3. The Evolution of Public Policy Capacity Theory Development

1. Rational-Technical Paradigm

The initial model of policy capacity is dominated by a rational-instrumental approach, assuming that policy-making is carried out in a systematic, data-driven, and efficiency-oriented manner. Capacity is measured by the availability of human resources, technical expertise, and information systems. In the context of special autonomy, this approach appears to be in an emphasis on technocratic planning, the distribution of special autonomy funds, and macro indicators such as HDI and economic growth.

2. Institutional Paradigm and Governance

Public capacity theory then developed by incorporating institutional factors, including regulatory aspects, bureaucratic structures, and political stability. According to Grindle (1997) [12], institutional capacity includes the ability of public institutions to carry out their mandates effectively and accountably. In the context of special autonomy, this is

related to the capacity of the Papuan House of Representatives, MRP (Papuan People's Assembly), and OPD in managing special authorities and ensuring coordination between sectors.

3. Participatory and Deliberative Paradigm

Shifting from a technocratic view, this approach views policy capacity as the result of dialogue between the state and citizens. This model emphasizes co- production of policy and inclusive governance, as developed in governance theory by Pierre and Peters (2000) [13]. In the context of Papua, policy capacity is questioned if indigenous peoples are not involved in the policy formulation process that concerns their rights.

4. Transformational and Contextual Paradigm

The latest approach suggests the need for capacities that are able to drive socio-political transformation and are able to respond to complex local contexts. This theory is in line with the developmental state and adaptive capacity approaches, which combine the dimensions of political leadership, cultural sensitivity, and institutional learning. In the Papuan context, this demands leadership that is inclusive, reconciling, and sensitive to collective trauma and local aspirations.

Thus, several forms of policy capacity analysis can be prepared in relation to the special autonomy policy of Sorong City, Southwest Papua which is explained through the Table 1 as follows:

TABLE 1: Analysis Model: Capacity Matrix vs Special Autonomy Policy Performance.

Capacity Dimensions	Indicator	Special Autonomy Performance
Technical Capacity	Quality planning, HR, data	Keep
Institutional Capacity	Special Autonomy Institution, regulations	Weak
Participatory Capacity	Involvement of OAPs in policies	Weak
Adaptive Capacity	Response to conflict/crisis	Weak
Transformational Capacity	A Critique of Social Justice	Low

Source: processed from various sources of literature, 2025

This model helps identify specific weaknesses in the capacity dimension that need to be strengthened through policy and institutional reforms. The analysis model "Capacity Matrix vs Performance of Special Autonomy Policy (Otsus)" is a good evaluative framework to assess the capacity of Special Autonomy policy implementers in supporting the empowerment of Indigenous Papuans (OAP), especially in areas such as Southwest

Papua. Based on the direction of various capacity standards required in the implementation of special autonomy policies within the Papuan Society, it is to follow the pattern as explained through the table.

In this capacity dimension, it is always a concern for stakeholders and local bureaucrats to be able to make adjustments in the framework of improving the quality of regional autonomy policy achievements, both in the form of improving welfare and implementing reliable and accountable regional development programs. Thus, policy capacity with its various dimensions also participates in determining the success rate of the policy program where the minimum standard for the implementation of a public policy is always adjusted to the real conditions in the field where the policy is implemented.

Theoretically, there is also a matrix that can be developed based on the scope of the capacity dimension with its indicators and the underlying theory, so that it can be used as a reference and concern for public policy makers. The case of implementing special autonomy in the Papua region in general and specifically in the Southwest Papua Province with various socio-cultural variations is that it is possible to achieve policy objectives flexibly. A composite matrix of indicators, dimensions, policy capacity and various underlying theoretical concepts can be seen based on Table 2 below:

In the implementation of the special autonomy policy in the case of the Southwest Papua Province, various problems emerged, both politically and culturally and economically. The problem of conceptually inaccurate implementation goals has been mapped in various dimensions influenced by the capacity of the special autonomy policy itself. The system and its implementation mechanism in the field have not provided adequate institutional quality. Meanwhile, the quality of policy managers in this regard is still unreliable in improving the quality of achievement and welfare of the Papuan people, which is the main target of the special autonomy policy.

5. Conclusion

In principle, policy capacity is a fundamental prerequisite for the successful implementation of special autonomy. In the Indonesian context, strengthening this capacity must be a top priority in supporting the sustainability and effectiveness of special autonomy policies. This conceptual analysis shows that the success of special autonomy policies depends not only on the amount of authority or funding provided, but also on the extent

TABLE 2: Capacity Matrix vs Special Autonomy Performance.

Capacity Dimensions	Indicator	Related Theoretical Concepts	Critical Analysis in the Context of Papuan Special Autonomy
Technical Capacity	Quality planning, HR, data	*Operational Capacity* (Grindle, 1997); *Analytical Capacity* (Howlett, 2009)	Planning is still top-down, not yet based on local data and OAP needs analysis; The quality of human resources is uneven between regions.
Institutional Capacity	Institutional structure of Special Autonomy, regulations	*Institutional Capacity* (Peters, 1998); *Governance Capacity* (Wu et al., 2015)	Weak coordination between institutions (central-regional-customary), inconsistency in Special Autonomy regulations and weak role of the Papuan People's Assembly (MRP).
Participatory Capacity	Involvement of OAPs in policies	*Collaborative Capacity* (Ansell & Gash,2007); *Deliberative Capacity* (Fung, 2003)	OAP participation is ceremonial; There is no binding deliberative mechanism in the KEB process.
Adaptive Capacity	Response to conflict, crisis	*Adaptive Governance* (Folke et al., 2005); *Crisis Response Capacity* (Comfort,1994)	The government has not been able to read and respond flexibly to local dynamics; The security approach is more dominant than dialogue.
Transformational Capacity	Social justice, partiality against OAPs	*Transformational Capacity* (Sotarauta & Beer, 2017); *Equity- Oriented Governance*	The policy is still biased towards physical development; alignment with the affirmation of basic rights of OAPs has not yet become a mainstream policy

Source: Dissemination of various concepts relevant to the concept of policy capacity, its dimensions and indicators, 2025.

to which local actors have the capacity to manage and utilize that authority effectively and inclusively. The development of public policy capacity theory provides important insights for examining and redesigning the implementation of special autonomy. In the context of Papua, a transformational approach that is inclusive, adaptive, and sensitive to the local context is an absolute requirement so that special autonomy does not become just a symbolic policy, but a real tool for just social change.

This model shows that the failure of Special Autonomy policies is not only a matter of technical implementation, but is a consequence of the weak ecosystem of policy capacity in state structures that are not fully adaptive to the sociocultural and political characteristics of OAPs. Therefore, the reform of the policy capacity of Special Autonomy must also be directed to achieve (1). Going beyond the administrative approach and

entering the political realm of social transformation, (2). Prioritizing affirmative justice-based policies, and (3) Equal multi-stakeholder collaboration space within the framework of a fair policy ecosystem.

The theoretical development of public policy capacity provides an important framework for evaluating the effectiveness of special autonomy policies. In the case of Papua, policy capacity building must go beyond just strengthening the bureaucracy—but also touch on transformational, participatory, and sensitive aspects to the local socio-cultural context. A hybrid approach that combines technical, political, and social capacities is important to answer the challenges of implementing special autonomy in a sustainable manner. Policy capacity cannot be understood solely as administrative capacity, but as a combination of technical, political, social, and cultural capabilities. Revisions to the special autonomy institution must involve the active role of indigenous peoples, women, and OAP youth in the structure of policy formulation and evaluation. Strengthening the Policy Learning System through learning-based monitoring and evaluation (M&E) mechanisms must be implemented to correct policy directions and absorb local aspirations.

6. Policy Implications

Policy capacity building within the framework of special autonomy cannot depend solely on structural reforms. There needs to be a comprehensive and contextual capacity building strategy. This includes investing in public policy education and training, strengthening collaborative mechanisms between actors, and creating an institutional ecosystem that supports innovation and policy responsiveness to local needs. Based on these theoretical developments, a number of weaknesses in the implementation of special autonomy in Papua can be traced to the dimension of policy capacity, including the aspect of limited technical capacity, as seen from the weak planning and budgeting of OAP-based programs. Institutional capacity is weak, with institutional fragmentation, overlapping authority, and lack of accountability. Participatory capacity has not developed, characterized by low involvement of indigenous peoples in policy processes and low adaptive capacity, as evidenced by slow response to social demands, regulatory changes, and conflict dynamics.

The policy implications of the analysis of public policy capacity in the context of special autonomy cannot be separated from the need to strengthen the institutional, participatory, and sensitive dimensions to the social, political, and cultural contexts of

indigenous peoples. Some of those that need serious attention include the reorientation program for the design of special autonomy policies. Special autonomy policy must be reformulated with an approach that is not only top-down and technocratic, but also bottom-up and deliberative. This means that there needs to be a review of the special autonomy regulatory framework to reflect the aspirations of OAPs and strengthen the clarity of roles between the central and regional governments.

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