

Research Article

Mobilization of Actors and Precipitating Factors in the Implementation of Affirmative Policies for the Economic Advancement of Indigenous Papuan Communities in Sorong City

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Abstract.

Collective action refers to the concept of relationships among members within a network who depend on each other's resources. Field realities indicate that the economic conditions of the indigenous Papuan communities remain underdeveloped and require serious attention from the government. Based on this, the study aims to examine the role of trust and participation in the implementation of affirmative policies intended to promote economic improvement for indigenous Papuan communities in Sorong City. This study employs a qualitative approach, using data collection techniques such as observation, in-depth interviews, and documentation. The data used includes both primary and secondary sources, and it is analyzed using an interactive method. Informants in this study consist of key actors who are directly involved in the implementation of the affirmative policy. The findings of this study show that actor mobilization is carried out by the local government by involving traditional leaders, the Papuan People's Assembly (MRP), and Papuan community groups in deliberative forums related to affirmative-based economic improvement policies. The identified precipitating factors include social pressure, economic disparities, and the push from special autonomy policies. The interactions among actors in the policy process further strengthen the formation of a policy network as a manifestation of collective action. However, the effectiveness of policy implementation in the field still faces obstacles such as capacity imbalances among actors and weak coordination among the involved parties.

Keywords: trust, precipitating factors, policy implementation, policy affirmation

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1. Introduction

In the development of modern society, the level of interdependence and interconnectedness among individuals, groups, and organizations is increasingly growing. This phenomenon has driven a shift in organizational forms from traditional hierarchical models to networks or strategic alliances in public policy implementation (Rhodes, 2017). In this context, the government no longer acts as a single actor, but is required to build and manage networks among actors throughout the policy formulation and implementation process. These actors include individuals, public organizations, the private sector, and civil society.

The network approach in public policy studies has developed rapidly alongside the emergence of cluster organizations and quasi-governmental organizations (quangos), which result from interactions among government, the private sector, and the public. These networks contribute to shifts in policy objectives due to the involvement of actors who bring diverse values, motivations, and interests (Suwitri, 2008). At the implementation stage, cooperation and coordination among organizations become crucial (O'Toole, 2012). Implementation is understood as the stage of executing political decisions that involve various actors, organizational resources, procedures, and collaborative techniques to achieve policy goals (Lester & Stewart, 2000). The success of this stage is significantly influenced by inter-organizational relationships that enable the exchange of resources and knowledge. Therefore, implementation studies within a network context emphasize the collective use of resources by stakeholders.

The emergence of criticism toward the conventional steering approach in policy studies has led to the development of a new perspective that highlights the importance of actor interactions in addressing public problems namely, the collective action approach (Gedeona, 2013). This concept was first introduced by Olson (1965), who viewed public policy as the outcome of interactions among various actors with different goals and strategies within inter-organizational networks (Kickert, 1999). In this approach, actors may include government institutions, interest groups, political parties, community organizations, business actors, and citizens. The role and influence of each actor are determined by the resources they possess and their contribution to solving public issues. Allison (in Kickert, 1999) adds that actors' ability to utilize various channels of action such as consultation, agreements, lobbying, and negotiation is also a key factor for success.

Collective action emphasizes the importance of relationship patterns and mutual dependence among actors in managing specific public affairs (Vanni, 2014). The success of policy interventions is highly influenced by the transactional processes among actors aimed at finding common ground in interests and strategies toward shared goals. In this context, collective action becomes an essential mechanism to address resource scarcity and optimize the use of shared resources, which cannot be managed by a single actor alone. However, the involvement of multiple actors in policy networks also introduces complexity and high dynamics due to the diversity of domains, perceptions, strategies, and objectives. This situation is prone to conflicts and unintended consequences (Kickert et al., 1999). Although the affirmative policy for the indigenous Papuan community (OAP) in Sorong City has been designed to promote economic inclusion, its implementation still tends to follow an administrative approach focusing on procedures, aid distribution, and program allocation. This has not yet led to a structural transformation that would enable OAP to become key players in the local economy in a sustainable manner. Thus, the fundamental question posed in this study is: How can the collective action approach drive the transformative implementation of affirmative policy for the indigenous Papuan community in Sorong City? By adopting the collective action approach within Carlsson's (2000) six-dimensional framework namely contextual factors, problem definition, trust and growth, precipitating factors, actor mobilization, and coordination and control this study offers a new analytical approach to assess the effectiveness of affirmative policies in a local context. Understanding these six dimensions will help identify more effective and sustainable collaborative strategies to improve the welfare of the indigenous Papuan community in Sorong City.

2. Literature review

2.1. Approaches and Models in Public Policy Studies

The study of public policy is based on the view that policy is a response to complex public problems involving a variety of actors, institutions, and power dynamics. In this research, the policy network approach is used to illustrate the patterns of relationships and interactions among policy actors who possess diverse interests and differing resources. Rhodes (1997) defines a policy network as a structure both formal and informal that establishes connections between government institutions and non-governmental actors in the process of policy formulation and implementation. This network approach is

relevant because challenges in public policy can no longer be addressed solely through conventional hierarchical mechanisms. This study employs a descriptive model aimed at providing an in-depth understanding of how affirmative policies are implemented, who the involved actors are, and what dynamics emerge in the field. According to Dunn (2003), the descriptive model in policy studies seeks to explain the reasons and ways a policy is chosen and carried out, including the causal factors and the impacts of its implementation.

2.2. Collective Action Theory

The theory of collective action describes how a group of individuals or actors with shared interests can collaborate to achieve common goals, even though they may have different preferences, incentives, and resources. One of the key figures in the development of this theory is Mancur Olson (1965), who, in his book *The Logic of Collective Action*, emphasized that the formation of collective action is not automatic, even when the shared goal is highly desirable. The main challenges in fostering collective cooperation include the tendency to prioritize individual interests, reluctance to contribute (the free-rider problem), and uncertainty about the benefits gained. In the realm of public policy, collective action is seen as a form of cooperation among various actors including government, civil society, and local groups who come together in a network to address common issues, such as economic inequality or social marginalization. This theory highlights the crucial role of trust, social norms, effective communication, and incentive systems as key elements that support the establishment of sustainable collective action.

2.3. Actor Mobilization

Actor mobilization is the process of encouraging individuals or groups to actively participate in policy implementation. Mobilization involves not only physical presence but also engagement in decision-making and program execution. It can occur vertically from the government to the community or horizontally, among local actors. Actor mobilization refers to the process of fostering active participation from individuals and groups in the implementation of a policy. This process includes not only physical involvement but also participation in decision-making and the execution of program activities. Mobilization can take place vertically between government and society or

horizontally, among actors at the local level. From the perspective of policy network theory, actor mobilization occurs within interdependent relationships, where the exchange of resources, information, and legitimacy serves as key tools for building collaboration. Although each actor may have different capacities, the mobilization process integrates their roles into a coordinated mechanism aimed at enhancing policy implementation effectiveness. Successful mobilization is characterized by active participation, shared objectives, and the presence of trust and sustained communication among the involved parties.

2.4. Precipitation Factors

In policy studies and social change, precipitating factors refer to events, conditions, or pressures that act as triggers, prompting collective action, policy change, or social mobilization. Precipitation is not the root cause but functions as a catalyst that accelerates responses to longstanding issues. According to Charles Tilly (1978) in his theory of political mobilization, precipitating factors may include economic crises, social tensions, glaring injustices, shifts in political structures, or regulatory pressures that generate a sense of urgency and drive the formation of collective action. In the context of affirmative policy, precipitating triggers can stem from widening economic disparities, protests by marginalized groups, or demands for the fulfillment of constitutional rights as stipulated under Papua's special autonomy framework. Analyzing precipitating factors is crucial, as it helps explain why a particular policy is implemented at a specific time and why certain actors are compelled to take action. Precipitation connects existing structural conditions with political or social momentum, creating opportunities for policy intervention.

2.5. Affirmative Action Policy

Affirmative policy is a form of government intervention aimed directly at improving the position of marginalized groups within social and economic structures. In Papua, this policy is grounded in the Special Autonomy Law and is intended to reduce the structural inequalities faced by Indigenous Papuans. Affirmative policy, or affirmative action, is a public policy strategy designed to address disparities in access to and outcomes of development for groups that have historically experienced marginalization or discrimination. In the context of social justice, this policy aims to provide temporary preferential treatment to ensure these groups have equal opportunities with others in

various sectors such as education, economy, and employment (Klinik, 2009). Affirmative policy falls under the category of positive discrimination, which refers to special, fair, and temporary treatment designed to overcome structural barriers and open pathways toward achieving substantive justice. Philosophically, the foundation of affirmative policy aligns with the principle of distributive justice, which emphasizes the fair distribution of resources and opportunities, particularly for those most left behind. John Rawls (1971), in *A Theory of Justice*, argues that social and economic inequalities can only be justified if they result in the greatest benefit to the least advantaged group (the difference principle).

The implementation of affirmative policies in various countries has been a response to social inequalities that could potentially trigger horizontal conflicts. For example, Malaysia adopted the New Economic Policy (1971) following ethnic riots caused by economic disparities between ethnic groups. The policy provided special treatment to the Malay population in areas such as economics and education to create equity and national stability. In Indonesia, a precedent for affirmative policy can be found during President Soekarno's era through the Benteng Economic Policy, which offered preferential treatment to indigenous entrepreneurs. In the context of Papua, affirmative policy has been realized through various initiatives, one of which is the Affirmative Program for Enhancing the Economy of Indigenous Papuans. This program is designed as a state intervention to strengthen the socio-economic position of Indigenous Papuans who have long been marginalized. The policy includes access to capital, business mentoring, skills training, and the strengthening of local institutional capacity, enabling Papuans to become primary agents in their region's development. Thus, affirmative policy is not merely a technocratic measure, but also an instrument of social justice and identity recognition, containing historical, political, and ethical dimensions. In its implementation, the effectiveness of affirmative policy heavily depends on the level of coordination among stakeholders, the clarity of regulatory frameworks, and the active participation of the target groups. Therefore, it is essential to critically examine affirmative programs to ensure that the goals of social justice are effectively achieved not merely serving as symbolic policy gestures.

3. Research Methodology

This study employs a qualitative approach with a descriptive method to gain an in-depth understanding of the dynamics of governance networks in the implementation of affirmative policies aimed at improving the economy of the indigenous Papuan

community (OAP) in Sorong City. According to Creswell (2014), the qualitative approach is rooted in interpretive assumptions and seeks to capture the subjective meanings constructed by individuals within their social contexts. As such, this approach allows for the contextual exploration of collaborative practices and power relations within policy networks.

The research was conducted through fieldwork, using data collection techniques such as in-depth interviews with key actors, limited participatory observation, and document analysis of planning documents, program reports, and local media coverage. Sorong City was selected as the research site due to its status as a new center of economic growth in Southwest Papua and as a contested space of various interests in the implementation of affirmative policies. The city's complex actor landscape and high social mobility make it an ideal context for analyzing affirmative policy implementation in a transformational, rather than merely administrative, manner. Moreover, the city's ethnic, economic, and political diversity offers a comprehensive picture of inter-actor network dynamics, including both opportunities and obstacles to meaningful engagement of indigenous Papuans.

Informants in this study were selected purposively to represent two main groups. First, internal informants from local government, particularly leaders and technical officials within regional apparatus organizations, such as the Department of Trade, the Department of Industry, and the Department of Cooperatives and MSMEs. They were chosen for their strategic roles in planning and executing affirmative policies. Second, external informants from the indigenous Papuan community, who are directly affected by the policies, were selected with consideration of their diverse socio-economic backgrounds. The OAP representatives included micro-business actors, young entrepreneurs, women beneficiaries of MSME assistance, and community leaders or traditional institutions. This selection aimed to ensure that the experiences and perspectives of various segments of the OAP community were represented, allowing the analysis to fairly capture the dynamics of participation, perception, and the distribution of policy benefits and challenges.

All data were analyzed both inductively and deductively using a thematic approach based on Carlsson's (2000) six dimensions of collective action: contextual factors, problem definition, trust and growth, precipitating factors, actor mobilization, and coordination and control. The analysis involved coding data from interviews and documents, identifying patterns of inter-actor interaction, and tracing power relations and emerging collaborative potentials in the implementation of affirmative policies. Data validity was

ensured through source, method, and theoretical triangulation, as explained by Lincoln and Guba in Creswell (2014), to ensure the credibility and validity of the findings. This study is expected to provide a comprehensive understanding of collaboration processes, structural and cultural barriers, and power dynamics in the implementation of affirmative economic policies for the indigenous Papuan community at the local level.

4. Results and Discussion

This study aims to analyze the implementation of affirmative policy in improving the economy of Indigenous Papuans (OAP) in Sorong City by employing a collective action approach based on the six key dimensions proposed by Carlsson (2000): (1) contextual factors, (2) problem definition, (3) growth and trust, (4) precipitating factors, (5) actor mobilization, and (6) coordination and control. These six dimensions serve as the foundation for understanding the extent to which affirmative policies can be implemented collectively and effectively to achieve inclusive development and social justice in Sorong City

A. Contextual Factors

Sorong City serves as the economic and administrative center of Southwest Papua. According to data from the Sorong City Central Bureau of Statistics (BPS) in 2024, the population is recorded at 284,650 people. This population growth reflects a rapid urbanization process, including migration from the interior regions of Papua to urban areas. Such urbanization has had a significant impact on the social and economic structures of society, particularly for the indigenous Papuan community (OAP), who must navigate an increasingly complex and competitive urban economy. In this context, affirmative policy emerges as a response to bridge the structural gaps that hinder the equal economic participation of OAP. The contextual factors in the implementation of affirmative policy in Sorong City indicate significant structural challenges. Based on data from BPS Sorong City and the Regional Development Plan 2023-2026, the poverty rate in Sorong City in 2024 was recorded at 13.67%. However, when focused specifically on the OAP group, this figure rises sharply to 27.3%. This fact highlights the depth of social and economic inequality and underscores the urgency of transformative, not merely administrative, affirmative interventions. This inequality can be analyzed through Johan Galtung's (1969) theory of structural violence, which states that inequality occurs when certain groups are systematically hindered from accessing resources and opportunities. In the case of Sorong City, OAP have long experienced marginalization due to historical

legacies and development policies that lack inclusivity, thus necessitating an affirmative approach that targets the roots of inequality in a comprehensive manner.

Furthermore, the economic sectors in which OAP are engaged are still largely dominated by informal businesses and small-scale micro, small, and medium enterprises (MSMEs). According to 2024 data, there are approximately 850 OAP-owned MSMEs, most of which operate in small-scale trade and informal services. This condition reflects limited access to productive resources such as capital, business legality, entrepreneurship training, and connections to broader markets. This situation aligns with Hernando de Soto's (1989) informal economy approach, which highlights that the primary barrier for economically marginalized groups lies in the absence of formal recognition of their assets and economic identity, making integration into the formal economy difficult.

This has serious consequences for the effectiveness of affirmative programs, as economic indicators such as income growth, reduced unemployment, or business expansion have yet to show significant improvement for most OAP beneficiaries. In addition to structural and economic barriers, the effectiveness of affirmative policy in Sorong City is also not yet fully supported by strong cross-actor collaboration. The involvement of non-state actors such as local NGOs, religious institutions, universities, and the private sector remains sporadic and has not formed a strategic and sustainable policy coalition. Yet, within the framework of policy networks and collective action, the participation of these actors is crucial in strengthening implementation capacity through the provision of additional resources, independent monitoring, and more localized technical assistance for the OAP community. The lack of cross-sector alliances remains a key obstacle to realizing affirmative action that truly impacts the socio-economic transformation of OAP, rather than merely fulfilling program quotas.

B. Problem Definition

The main issue addressed by affirmative policy in Sorong City is the low participation of indigenous Papuans (OAP) in productive and strategic economic activities. Despite the city's economic potential in areas such as trade, services, and the construction sector, in reality, OAP have not yet developed sufficient competitiveness to be significantly involved. The Regional Medium-Term Development Plan (RPJMD) 2025-2029 and the Regional Development Plan (RPD) 2023-2026 explicitly highlight structural root problems, such as limited human resource capacity, inadequate access to education and vocational training, and low levels of economic and entrepreneurial literacy among OAP. On the other hand, evaluations of existing affirmative policies have revealed

several implementation barriers, including a mismatch between programs and the local context, weak coordination among regional government agencies, and the absence of a data-based monitoring and evaluation system capable of concretely measuring the impact of policies on OAP welfare. Furthermore, RPJMD data indicate that OAP participation in the formal sector remains low, at only around 18.4%. This is compounded by a high open unemployment rate among OAP, reaching 12.3%, indicating that policy interventions have not yet been effective in creating inclusive and sustainable employment opportunities. Although several programs have been implemented, their effects on economic indicators such as income growth, market access expansion, or reduction of OAP unemployment have yet to be systematically measured using empirical data. This illustrates the weak integration between the design of affirmative programs and evaluation mechanisms that can link policy inputs to verifiable outcomes.

Theoretically, this issue can be framed using Adams' Equity Theory (1965), which explains that perceptions of unfairness in the distribution of opportunities and outcomes can reduce motivation to participate in a social system. When OAP feel that their contributions and rights are not proportionally recognized, their participation in formal economic activities tends to decline. This is also aligned with Silver's (1994) theory of social exclusion, which states that marginalized groups like OAP are systemically excluded from access to economic, social, and political institutions. Therefore, an affirmative approach is needed that goes beyond administrative responses and instead takes a transformational form one that is capable of altering structures of access, resource distribution, and decision-making processes. However, the role of non-state actors such as NGOs, religious institutions, and the private sector in strengthening policy coalitions has yet to function strategically. Their participation is often ad hoc and not institutionalized in the planning or implementation of programs. Existing collaboration tends to focus on short-term technical assistance and has not yet targeted the formation of long-term coalitions that drive institutional change. To address this, it is necessary to map and activate policy networks involving cross-sectoral actors in a more structured manner, based on the principles of collective action where role distribution and accountability are central components in supporting the success of affirmative policies in Sorong City.

C. Growth and Trust

Within the framework of collective action, trust among actors is a fundamental prerequisite for the successful implementation of public policy, particularly in the context of affirmative actions targeting marginalized groups such as indigenous Papuans (OAP).

Unfortunately, the level of trust that the OAP community places in government institutions regarding the management of affirmative programs remains low and fluctuates over time. Several contributing factors include past experiences with aid programs that were misdirected, lacked transparency, and were unsustainable; the minimal active involvement of OAP communities in the planning through evaluation stages of such programs; and limited access to information regarding the outcomes or impacts of affirmative policies in an open and systematic manner. This low level of trust creates a social and psychological gap between the government as implementer and the community as beneficiaries, which ultimately weakens the effectiveness of collaboration within policy networks. Based on data compiled from the Regional Development Plan (RPD) and surveys by the Central Statistics Agency (BPS), the public trust index in affirmative policies in Papua only reaches a score of 2.8 on a 5-point scale. The main concerns include low transparency in the use of Special Autonomy (Otsus) funds and limited public involvement in policy formulation. In this context, Bouckaert and Van de Walle's (2003) Theory of Trust in Governance explains that public trust in government is significantly influenced by three key factors: accountability, transparency, and policy effectiveness. Without transparent program management and equitable spaces for participation, communities are more likely to position themselves as passive objects rather than active subjects in development processes.

On the other hand, the emergence of community discussion forums, customary based cooperatives, and collective economic platforms driven by OAP youth and women reflects a strong potential for organically developing social capital. Referring to Putnam's (1993) theory, the presence of social networks grounded in trust and norms of reciprocity within local communities can enhance collective capacity to promote sustainable social and economic change. However, this social capital has not been fully integrated into the design and implementation of state-led affirmative programs. This indicates a strategic gap that could be bridged through cross actor collaboration. Although some non-state actors such as NGOs, local churches, and small-scale entrepreneurs have been involved in supporting affirmative programs, their involvement has not been systematically coordinated as part of a strategic policy coalition. Their roles tend to be ad hoc, project-based, and not consistently connected to the institutional processes of planning or monitoring affirmative policies. The limited availability of quantitative indicators for evaluating the effectiveness of affirmative programs such as increases in OAP household income, reductions in unemployment rates, or improved access to markets and

business capital makes objective policy evaluation difficult. Therefore, integrating trust-building approaches, strengthening community social capital, and forming strategic coalitions between state and non-state actors are essential conditions for realizing affirmative policies that are not only administrative in nature but also transformational and sustainable.

D. Precipitation Factors

The precipitating factor refers to events or incidents that trigger the formation of collective action within a policy network. In the context of Sorong City, this factor is marked by the presence of a strong legal foundation that has prompted the emergence of various affirmative programs aimed at improving the economic conditions of indigenous Papuans (OAP). At least three key events have acted as catalysts: First, Law No. 2 of 2021 on Special Autonomy for the Province of Papua, which underscores the importance of protecting and empowering OAP across multiple sectors, including the economy. Second, Government Regulation No. 106 of 2021, which grants regional governments the flexibility to design affirmative policies based on local context. Third, the establishment of Southwest Papua Province in 2022, which designated Sorong City as its capital, creating both a political and administrative momentum for the emergence of more targeted and specific economic affirmative programs.

However, the driving force of these precipitating factors has not been fully optimized in practice. The integration between regulatory frameworks and technical programs on the ground remains weak, resulting in many affirmative initiatives becoming short-term projects not grounded in an accurate, socially disaggregated map of OAP economic needs. The Sorong City Government has allocated Special Autonomy (Otsus) funds to six major programs in the education, economic, and health sectors, and conducted ten economic training activities in 2024, covering entrepreneurship, financial management, and local agricultural product processing. However, the effectiveness of these programs has not yet been clearly measured in relation to key economic indicators such as income improvement, reduction of OAP unemployment rates, or sustainability of OAP-owned microenterprises.

The lack of a consistent monitoring and evaluation system makes it difficult to assess whether policy interventions have truly had a transformative impact on the welfare of the target communities. The involvement of non-state actors such as local NGOs, religious institutions, and the private sector remains sporadic and has not yet formed a strategic policy coalition. Most partnerships are limited to technical collaboration (e.g.,

training or capital facilitation) and have not addressed advocacy, sustained mentoring, or integration into the local economic ecosystem. Yet, the theory of push and pull factors in public policy emphasizes that the combination of socially and economically felt pressures (push) and attractive affirmative policy incentives (pull) is a prerequisite for the emergence of active participation. Therefore, the effectiveness of the precipitating factor highly depends on the extent to which affirmative policies can combine regulatory strength, tangible economic incentives, and cross-actor synergy within a policy network that is outcome-oriented.

E. Mobilization of Actors

The mobilization of actors in the implementation of affirmative policies to improve the economic conditions of indigenous Papuans (OAP) in Sorong City still faces several significant challenges. From the perspective of civil society organizations (CSOs), only two institutions are consistently involved in OAP economic empowerment: the Papua Development Foundation and the Moi Tribal Customary Institution. Collaboration between the private sector and OAP communities also remains very limited; corporate social responsibility (CSR) programs from large companies in Sorong have not significantly targeted or empowered indigenous Papuan communities. In addition, the involvement of Papuan youth in economic activities is still suboptimal, as indicated by the fact that only 15.6% of OAP youth have participated in government-provided economic and entrepreneurship training programs. This highlights the urgent need to enhance the capacity and awareness of indigenous communities so they can take an active role in local economic development.

However, this study has not yet concretely measured the effectiveness of affirmative programs in terms of economic indicators such as income improvement or the reduction of OAP unemployment in quantitative terms. Success indicators in the economic domain need to be further developed through integrated quantitative data, so that the actual impact of policies on community economic conditions can be mapped more accurately. Nevertheless, this research clearly illustrates that the involvement of non-government actors as part of a strategic policy coalition is still very limited. Several non-state actors who should play an active role include CSOs with a track record in OAP empowerment, customary communities and local informal leaders with social legitimacy, private sector entities that could adopt principles of affirmative employment and locally-based CSR, as well as academics and research institutions that can provide data support and policy evaluation. Their strategic roles within the policy network remain suboptimal, and a strong, inclusive coalition has yet to be established. One of the main obstacles

identified is the lack of forums or communication platforms among actors, resulting in weak coordination and collective action in the sustainable economic empowerment of OAP. Therefore, the Sorong City Government needs to initiate the formation of a multi-stakeholder forum specifically dedicated to discussing and designing integrated strategies for the economic empowerment of indigenous Papuans. This effort would help strengthen synergy and expand actor mobilization beyond the government sector. In doing so, non-state actors could function more effectively as a strategic policy coalition, not merely as administrative complements, but as active partners in achieving the goals of affirmative policies.

F. Coordination and Control

Coordination among institutions and control over policy implementation are essential prerequisites for collective action to be carried out efficiently and accountably. However, currently, the coordination system among regional government organizations (OPDs) handling social, economic, and labor aspects of the indigenous Papuan (OAP) community in Sorong City is still poorly integrated. The existing monitoring and evaluation (monev) mechanisms remain administrative in nature and have not yet adopted specific affirmative performance indicators, such as increases in income among OAP MSME actors, the number of OAP individuals accessing skills training, or greater OAP involvement in the procurement of goods and services by local governments. This situation indicates that the dimensions of coordination and control have so far failed to concretely measure the effectiveness of affirmative programs in improving the economic welfare of the OAP community. To overcome these challenges, integration of reporting systems among OPDs and active involvement of civil society in policy oversight and evaluation functions are necessary. The role of non-state actors, such as NGOs and the private sector, remains limited and has not yet fully functioned as a strategic policy coalition within the affirmative policy network. Therefore, establishing a dedicated unit or affirmative working group under the Regional Development Planning Agency or Regional Secretariat is a strategic step that should be pursued to unify policies, budgets, and oversight within an integrated system. This would not only strengthen internal coordination among OPDs but also open broader opportunities for collaboration with non-state actors, enabling more effective implementation of affirmative policies and delivering measurable economic impacts for the indigenous Papuan community.

5. Conclusion

This study examines the implementation of affirmative policies aimed at improving the economic conditions of the indigenous Papuan community (OAP) in Sorong City through a collective action approach with six main dimensions. The research findings indicate that the affirmative policies enacted have not fully addressed the structural needs and real challenges faced by the OAP community. Economic disparities remain a major issue, as the majority of OAP still rely on the informal sector and small-scale micro-enterprises that face limited access to capital, training, business legality, and market opportunities. Meanwhile, their involvement in strategic economic sectors remains low. The policy problems lie in weak planning and implementation of affirmative programs that are not based on accurate data, lack contextualization to local socio-cultural realities, and suffer from minimal participation by the OAP community itself. Policy implementation tends to be symbolic and administrative without adequate inter-agency coordination systems and remains weak in transparency and oversight mechanisms. The relationship between the government and the OAP community is not sufficiently harmonious due to low community involvement in the planning, execution, and evaluation processes, resulting in low trust in implementing institutions. Mobilization of non-government actors such as civil society organizations, the private sector, indigenous communities, and academics is also limited and not integrated into the policy collaboration framework. Moreover, there is no existing monitoring and evaluation (M&E) system based on concrete affirmative indicators, such as increased OAP income, number of growing businesses, access to government procurement of goods/services, or expanded employment opportunities through locally based CSR schemes. As a contribution to addressing gaps in literature and policy practice, this study proposes a policy roadmap consisting of five strategic steps. First, the establishment of a cross-OPD working group (affirmative task force) to serve as a coordination hub among agencies in designing and overseeing integrated affirmative programs. Second, the development of an affirmative M&E system based on open data and outcome-based indicators, involving independent institutions for periodic reporting. Third, facilitation of a multi-stakeholder platform for regular dialogue among the government, customary leaders, business actors, and OAP communities to build trust, agree on common goals, and align implementation strategies. Fourth, integration of private sector CSR policies with OAP economic empowerment programs through fiscal and regulatory incentives from local government. Fifth, strengthening institutional capacity and economic cadre development among OAP youth through

training, business incubation, and community-based capital access. In an ideal collaborative framework, the state acts as policy facilitator and provider of regulatory infrastructure; customary communities serve as guardians of local values and sources of social legitimacy; while the market (private sector) functions as the main driver of innovation and economic growth. These three actors need to synergize within a complementary collective action scheme: the state ensures program equity and sustainability, customary institutions ensure cultural appropriateness and social inclusion, and the market guarantees economic viability. This collaborative ecosystem is a crucial prerequisite for achieving just, sustainable, and structurally meaningful economic empowerment for the OAP, rather than merely administrative measures.

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