



# Oversight of Special Autonomy Funds: Insights from the Papua Experience

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**Abstract.** The granting of special autonomy to Papua, as mandated by Law No. 21 of 2001, carries significant implications for the oversight of funds allocated by the central government to the regional administration. The supervision of these funds presents unique characteristics and fiscal privileges; however, existing oversight mechanisms remain inadequate due to weak institutional coordination, insufficient guidance, and fragmented supervision across different levels of government. As a result, the management of special autonomy funds has failed to substantially improve democratic governance, both in terms of vertical relations between the central and regional governments and horizontal dynamics at the local level. Moreover, it has not led to significant socio-economic advancements for local communities. This study highlights the urgent need for a comprehensive and structured supervisory framework to enhance the accountability and effectiveness of special autonomy fund management in Papua. It proposes a multi-layered oversight model that integrates central supervisory institutions with regional bodies, ensuring a more cohesive governance structure. Strengthening transparency, fostering active community participation, and enforcing robust legal frameworks are essential to establishing sound financial governance and maximizing the developmental impact of special autonomy funds.

**Keywords:** Supervision, Special Autonomy Fund, Papua, transparency, autonomy.

## 1. INTRODUCTION

The granting of special autonomy to a region is an integral component of Indonesia's state administration system (Sirajuddin, 2016), as enshrined in Article 18B verse (1) of the 1945 Constitution: *"The State recognizes and respects the special or unique characteristics of Regional Governments as regulated by law."* Originally conceived within a centralized governance framework, special autonomy represents a shift towards decentralization, both politically and institutionally (Hadjon, 2004), facilitated by financial support through special allocation funds (Majelis Rakyat Papua, 2016).

Papua was designated a special autonomous region under Law No. 21 of 2001, which was subsequently amended by Law No. 35 of 2008 to accommodate the administrative division into Papua and West Papua Provinces, and later revised again under Law No. 2 of 2021 (Methodius, 2016), Special autonomy grants Papua's government greater authority over the management of natural resources and the acceleration of development in key sectors such as education, health, and infrastructure (Safaat, 2014). This governance model is designed to reflect local ethnic identities and aspirations, promoting a bottom-up approach that upholds the rights and participation of indigenous communities (Musaad, 2011).

To facilitate the administration of special autonomy, the central government allocates the SAF to the Papua Government, intended to mitigate development disparities, particularly for Indigenous Papuans (OAP) (Riwo, 2010). Effective oversight is imperative to ensuring the fund's accountable management and equitable distribution. Pursuant to Article 7 of Law No. 23 of 2014 on Regional Governance, the central government, with support from relevant ministries and non-ministerial institutions, is responsible for supervision, while internal oversight at the regional level is conducted by the Inspectorate.

However, existing oversight mechanisms remain inadequate. A regulatory gap persists, as Governor Regulations lack substantive provisions, and no Provincial Special Regional Regulations (Perdapus) have been enacted to govern SAF management. Strengthening the role of internal supervisory bodies, including the Papuan People's Assembly (MRP), is essential, particularly in providing political support for the establishment of Perdapus. The absence of comprehensive oversight has resulted in fund misallocation, inequitable distribution, and developmental stagnation. Moreover, weak institutional capacity and ineffective governance further undermine accountability, exacerbated by the lack of a coherent legal framework under the Special Autonomy Law.

## 2. RESEARCH METHODOLOGY

This study employs a normative legal research methodology, focusing on the systematic analysis of legal norms derived from legislation and relevant legal literature on special autonomy (Hutchinson, 2014). Normative legal research addresses three fundamental issues: normative gaps, norm ambiguity, and norm conflicts (Hadjon,

2016). A normative gap arises when legal norms are absent in regulating a particular issue. Norm ambiguity occurs when existing norms lack clarity or precise meaning, leading to interpretative uncertainty. Norm conflicts emerge when established norms contradict or are inconsistent with other legal provisions, creating regulatory discord.

The research adopts a statutory approach, which entails a comprehensive examination of legal provisions governing special autonomy, ensuring a doctrinal analysis of the legal framework (Ibrahim, 2010). Additionally, a conceptual approach is applied, drawing upon legislative texts and legal doctrines to elucidate oversight mechanisms within the special autonomy framework. The oversight concept in this study is primarily examined through Law No. 21 of 2001 on Special Autonomy for the Province of Papua (UU Otsus) and its most recent amendment, Law No. 2 of 2021, as well as Law No. 23 of 2014 on Regional Governance, which collectively shape the legal foundation for governance and supervision in Papua's special autonomy framework.

### 3. DISCUSSION

#### 3.1. Regulatory Framework and Governance Mechanism of Special Autonomy Fund Management in Papua

##### 3.1.1. Allocation Mechanism

The nomenclature of the SAF in Article 34 of the Special Autonomy Law is formally referred to as "*provincial and district/city revenues in the context of special autonomy.*" (Luhukay, 2023). This designation was later reaffirmed in Article 1 verse (4) of Government Regulation No. 107 of 2021 on Revenue, Management, Supervision, and the Master Plan for Accelerating Development in the Implementation of Special Autonomy in Papua Province (PP Otsus). Initially, the Special Autonomy Law allocated SAF at 2% of the General Allocation Fund (DAU) under a block grant system, allowing regional governments discretionary use. The second amendment under Law No. 2 of 2021 increased the allocation to 2.15%, transitioning to a specific grant system to enhance fiscal oversight and ensure targeted expenditures.

This specific grant mechanism, as outlined in Law No. 2 of 2021 Article 1(3), which amends Article 34 verse (3) letter (e) of the original Special Autonomy Law, and Article 4 verse (1) and (2) of PP Otsus, divides fund management into two components: 1% allocated for general revenue, providing limited discretionary use, and 1.25% earmarked for predetermined expenditures, contingent upon performance-based implementation. Detail on the SAF percentage of Papua illustrated in table below:

**Table 1:** Papua Special Autonomy Fund

Specific Grant System in the Latest Papua Special Autonomy Fund	
1%	1,25%
General Receipts	Determined Receipt based on implementation performance
1. Public services	1. 30% for Education
2. Welfare of indigenous peoples and strengthening of traditional institutions	2. 20% for Healthcare
3. Regional priorities and needs	

Source: Law 21 of 2021, analyse by Authors.

In addition to the SAF, supplementary allocations support the implementation of special autonomy, as outlined in Article 34(e) of the second amendment to the Special Autonomy Law. These funds are designated for essential regional infrastructure, including transportation, electricity, clean water, telecommunications, and environmental sanitation. Since its introduction in 2002, Papua's SAF has increased annually. By 2020, disbursements from the central government had reached IDR 70.37 trillion, with an additional IDR 21.89 trillion allocated through the Additional Infrastructure Fund (DTI). These funds, including supplementary autonomy allocations, will continue to be distributed across all provinces and districts in Papua until 2041. The disbursement mechanism involves direct transfers from the central treasury to regional treasuries at both provincial and district levels.

In the central–regional government relationship, supervision plays a critical role in ensuring adherence to legal mandates and preventing administrative deviations (Winarsi, 2019). Effective oversight fosters transparency, coherence, and accountability, maintaining an integrated governance framework (Mahfud, 2020). Supervision involves systematically observing, assessing, and comparing assigned governmental functions against established standards, incorporating coordinated measures to prevent non-compliance (Prihatiningtyas, 2023). In autonomous governance, supervision operates through two primary mechanisms: preventive and repressive. Preventive supervision aims to ensure compliance before irregularities arise, while repressive supervision enforces adherence through corrective sanctions. One key aspect of this oversight framework is the regulation and monitoring of special autonomy fund management in Papua, ensuring its allocation aligns with legal and developmental objectives.

Supervision is an integral function of modern budget management, including the governance of special autonomy funds in Papua. Oversight encompasses both the management of these funds and the actions of central and regional government bodies, ensuring accountability and efficiency in budget execution. Effective supervision is essential to supporting financial management and ensuring that budget allocations achieve their intended

objectives. The limited impact of special autonomy funds is largely attributed to weak oversight mechanisms (Winarsi, 2020). Therefore, supervision should not be confined to governmental institutions but must also involve community and civil society participation to enhance transparency and accountability (Wahyuni, 2023).

According to Government Regulation No. 12 of 2019 on Regional Financial Management, Article 1(5), regional finance encompasses all rights and obligations of a region in governance, which can be assessed in monetary terms, including all assets associated with those rights and obligations within the framework of the Regional Budget Revenue and Expenditure (APBD). Regional financial management fundamentally involves three interconnected aspects of analysis, consisting of:

- 1) Revenue analysis, which involves analyzing the local government's ability to explore potential sources of revenue and the costs incurred to increase that revenue.
- 2) Expenditure analysis, which involves analyzing the costs of public services and the factors causing those costs to increase.
- 3) Budget analysis, which involves analyzing the relationship between revenue and expenditure and the projected trends for the future.

Funds allocated to districts and cities are incorporated into their respective Regional Budgets through a structured planning process (Prabowo, 2022). To ensure alignment with the provisions and policies of Papua's Special Autonomy framework, the Provincial Development Planning Agency (Bappeda) of Papua oversees the planning mechanism through the Definitive Plan Proposal (URD). Each district and city government receiving special autonomy funds formulates a detailed allocation plan, prepared by the local Bappeda. These proposals are then submitted for collective review and discussion at the Provincial Bappeda of Papua. Once approved, the finalized fund allocation plans are returned to the respective districts and cities for integration into the APBD, ensuring coherence with regional development priorities and governance mandates (DPR RI, 2021).

Since 2006, SAF have been allocated to villages and districts through the Village Development Strategic Plan (RESPEK) program. Initially disbursed as block grants by the Papua Provincial Government, these funds were later restructured into specific grants following the second amendment to the Special Autonomy Law. The program provides direct financial assistance to villages, enabling participatory planning and implementation by local communities. Governed by principles of transparency, accountability, participation, and citizen oversight, RESPEK empowers residents to independently design, execute, and monitor development initiatives. While the program strengthens bottom-up governance, persistent structural inefficiencies require further examination and reform. SAF serve as a key policy instrument under the Special Autonomy Laws of Papua and West Papua. Allocated over a 20-year period, their distribution among provinces, districts, and cities is regulated through special regional regulations (Perdasus), ensuring equitable allocation with a focus on disadvantaged areas to promote balanced regional development (BAKN, 2020).

### **3.2. Imperative for Regulatory Framework in Supervising Special Autonomy Fund Management through Provincial Special Regional Regulations**

The governance of regional administrations in Indonesia is constitutionally mandated under Article 18 of the 1945 Constitution, which grants regions the authority, rights, and obligations to manage their affairs in accordance with local interests while remaining within the framework of the unitary state. However, this autonomy does not preclude central government involvement in regional governance (Wisowaty, 2023). Article 18(2) affirms that provincial, district, and city governments exercise self-governance based on the principles of autonomy and delegation of authority, indicating that while regional administrations possess broad discretion, certain functions remain under central oversight. The supervision of Special Autonomy Fund management in Papua is a fundamental state function to ensure fiscal accountability and effective governance. Central government oversight is intended to safeguard the broader public interest, encompassing both state and societal welfare. This supervisory framework, whether exercised directly or indirectly, is embedded across various dimensions of public administration, reinforcing transparency, financial discipline, and equitable development within the special autonomy framework (Sujatmoko, 2023).

Supervision is essential to ensuring that planned activities align with intended objectives. In the oversight of special autonomy funds in Papua, inconsistencies have emerged due to legal gaps, which refer to the absence or insufficiency of regulatory provisions governing specific societal orders. In positive law, these gaps manifest as regulatory voids, ambiguities, or conflicts, hindering effective legal enforcement. Legal gaps arise primarily due to the protracted process of drafting legislation by both the legislative and executive branches, often rendering newly enacted regulations misaligned with evolving socio-political realities. Additionally, gaps may emerge when certain issues remain unregulated or when existing provisions are unclear or incomplete.

The enactment of the Special Autonomy Law and its accompanying financial allocations were intended to accelerate development in Papua. However, the specificity of this legal framework has gradually diminished as its implementation increasingly aligns with national regulatory norms. This shift is largely attributable to the absence of derivative regulations, such as Special Provincial Regulations (Perdasus) and Provincial Regulations (Perdasi), which are essential for operationalizing the objectives of special autonomy. The failure to establish

these regulations has led to inconsistencies in governance and weakened the intended autonomy of the region (Wahyuni, 2016). Supervision is a fundamental governmental function that must be conducted by duly authorized officials in compliance with legal provisions and the general principles of good governance. According to Article 8 of Law No. 30 of 2014 on Government Administration, oversight mechanisms must adhere to legal norms, ensuring regulatory certainty and public protection. Policies related to supervision must be grounded in law, and oversight norms must be codified in legal regulations to provide a clear legal basis for governance and accountability.

The absence of implementing regulations under Law No. 2 of 2021 (amending Law No. 21 of 2001 on Special Autonomy for Papua Province) constitutes a legal void in the supervision of special autonomy funds in Papua. While the law remains enforceable, the delayed formulation of implementing regulations compromises the oversight of fund management, potentially leading to inefficiencies and inconsistencies in governance. According to Article 7 of Law No. 12 of 2011 on the Formation of Legal Regulations, the appropriate legal framework for regulating regional government supervision falls under Provincial Special Regional Regulations (Perdatus). These regulations must meet both material and formal requirements outlined in Law No. 12 of 2011. The material requirements pertain to the mechanisms of supervision over special autonomy fund management within the framework of regional autonomy and delegated authority. Perdatus should reflect specific regional conditions and further elaborate on oversight provisions established in higher-level legislation.

The formal requirements for enacting Perdatus on the supervision of special autonomy funds must adhere to the principles of sound legal drafting, ensuring: (1) clarity of purpose, (2) institutional coherence, (3) alignment between legal type, hierarchy, and content, (4) practical utility, (5) legal certainty, (6) clarity of formulation, and (7) transparency. The timely establishment of these regulations is crucial for ensuring an effective, accountable, and legally coherent supervisory framework for Papua's special autonomy funds.

### 3.3. Institutional Capacity of the Central Government in Overseeing Special Autonomy Fund Management in Papua

#### 3.3.1. Central Government Oversight Mechanisms

Supervision is an integral function of modern budget management, including the governance of special autonomy funds in Papua. Effective oversight ensures fiscal accountability and prevents mismanagement, as it encompasses both the financial administration of these funds and the responsibilities of central and regional government institutions. Without adequate supervision, inefficiencies and fund misallocation become significant risks, undermining the intended development objectives of special autonomy (Gregorius, 2022). Supervisory mechanisms should extend beyond governmental institutions to include active participation from civil society and local communities, fostering transparency and accountability (Salam, 2012). The general framework for SAF oversight is outlined in Article 34 (14) of the second amendment to the Special Autonomy Law which establishes a coordination system that delineates the supervisory authority of each institution, ensuring regulatory coherence and effective governance. There are seven legal subjects mentioned in Article 34 (14) *a quo*, namely

1. Ministry;
2. Non-ministerial government institutions;
3. Regional government;
4. People's Representative Council;
5. Regional Representative Council;
6. Supreme Audit Agency, and
7. Public universities.

At the central government level, several state institutions are vested with the authority to oversee Papua's Special Autonomy Fund (SAF), both explicitly mandated by the Special Autonomy Law and those operating within the broader governance framework. These institutions include:

#### 3.3.2. The Supreme Audit Agency

Supervision of Papua's SAF at the central level is primarily conducted by the Supreme Audit Agency (Badan Pemeriksa Keuangan - BPK), the principal external oversight body. Established under Article 23(5) of the Indonesian Constitution, its mandate, as outlined in Law No. 15 of 2006, encompasses auditing state financial management by the central and regional governments, as well as other entities managing public funds. Audit findings are submitted to the House of Representatives (DPR), the Regional Representative Council (DPD), and the Regional House of Representatives (DPRD) for further action within their respective jurisdictions.

BPK is also responsible for overseeing SAF implementation. Article 6(3) of the BPK Law authorizes the agency to conduct examinations with specific objectives (PDTT) related to special autonomy funds in Papua. The most recent PDTT audits assessed the Management and Accountability of the Papua Province Special Autonomy Fund for the 2011 and 2012 Fiscal Years and the Performance of the Special Autonomy Fund for Infrastructure Management in 2015 and 2016. Since then, no further specialized audits have been conducted, with oversight limited to routine financial examinations of Regional Government Financial Reports (LKPD) to ensure compliance with Government Accounting Standards (SAP).

As the result of PDDT and LKPD audits have identified persistent weaknesses in SAF management, particularly in internal control mechanisms and regulatory compliance. BPK's audit opinion for the 2019 fiscal year indicated that financial accountability in Papua remains inadequate. Of the six regions classified as *Not Expressing an Opinion (TMP)*, three were in Papua, and the province ranked second after North Sumatra in the number of regions receiving a *Qualified Opinion (WDP)*. These findings highlight the urgent need for strengthened central oversight to enhance financial accountability and governance in SAF implementation.

### 3.3.3. The Financial and Development Supervisory Agency

The Financial and Development Supervisory Agency (Badan Pengawas Keuangan dan Pembangunan - BPKP) was established under Presidential Decree No. 103 of 2001, defining its role, functions, authority, organizational structure, and operational framework as a non-ministerial government institution. Its mandate has been refined through successive amendments, most recently under Presidential Regulation No. 192 of 2014, which further delineates its supervisory authority. Under Article 52 of Presidential Regulation No. 192 of 2014, BPKP is responsible for financial and development oversight within the government, ensuring compliance with legal provisions. Article 54 grants BPKP the authority to formulate national oversight strategies on macroeconomic and fiscal issues, disseminate findings from its supervisory activities, and coordinate with institutions such as the BPK and other regulatory bodies.

In overseeing the management of special autonomy funds in Papua, BPKP operates as an external supervisory entity directly accountable to the President. Its primary function is to monitor state and regional financial management and ensure the effectiveness of national development programs. Among the institutions involved in SAF oversight, BPKP plays a central role, conducting routine audits and providing technical guidance to the Papua Provincial Government to enhance financial governance and regulatory compliance.

### 3.3.4. The State Financial Accountability Agency

The State Financial Accountability Agency (Badan Akuntabilitas Keuangan Negara – BAKN) is a body under the House of Representative (Dewan Perwakilan Rakyat - DPR) RI is mandated under Article 112D (1) of Law No. 2 of 2018 to review audit findings from the BPK submitted to the DPR. In overseeing the Papua's SAF, BAKN evaluates BPK's audit reports, including the Regional Government Financial Reports (LKPD) and Specific Purpose Audits (PDDT). Beyond audit reviews, BAKN assesses the effectiveness of SAF implementation in achieving its statutory objectives under the Special Autonomy Law.

As a key institution ensuring fiscal accountability and transparency, BAKN scrutinizes BPK RI's findings to detect financial mismanagement and inefficiencies, providing policy recommendations to enhance regional financial governance. It also engages with central and regional government agencies, as well as civil society, to monitor fund allocation and implementation. This collaborative oversight ensures alignment with SAF priorities, reinforcing financial discipline and regulatory compliance. Through its supervisory function, BAKN contributes to strengthening Papua's fiscal governance, fostering greater efficiency, and ensuring that autonomy funds effectively support regional development.

### 3.3.5. Steering Committee for the Acceleration of Special Autonomy Development in Papua

The authority of the Steering Committee for the Acceleration of Special Autonomy Development in Papua (Badan Pengarah Percepatan pembangunan otonomi khusus Papua – BPP) is regulated through various regulations that provide a strong legal framework for the supervision of special autonomy funds. One of the legal bases is Article 4 (1) (b) of Presidential Regulation (Perpres) Number 121 of 2022 concerning the Papua Special Autonomy Development Acceleration Steering Agency (Perpres 121/2022).

Article 91(4) of Perpres 121/2022 grants the BPP expanded authority to enhance oversight effectiveness and prevent overlapping supervision. The BPP is tasked with coordinating and directing the supervision of Transfer to Regions (TKD) management related to Special Autonomy revenues, involving ministries, government agencies, and regional administrations. To ensure a structured and efficient supervisory process, the BPP's role encompasses three key functions. First, it is responsible for supervision planning, establishing a strategic framework to guide oversight activities. Second, it oversees the implementation of supervision, ensuring systematic monitoring and evaluation of financial management within the special autonomy framework. Finally, it conducts supervision reporting, reinforcing transparency and accountability in fund utilization. Through this structured approach, the BPP aims to optimize financial governance, strengthen regulatory compliance, and ensure that the management of Special Autonomy funds aligns with national development priorities while addressing the specific needs of Papua's regional autonomy.

### 3.3.6. Internal Oversight Mechanisms within the Papuan Government

Article 34(14) of the second amendment to the Special Autonomy Law, in conjunction with Article 42(3) of the Special Autonomy Government Regulation (PP), establishes that the regional government, specifically the provincial government in Papua, holds supervisory authority over the management and implementation of the SAF. This provision underscores the role of internal oversight within.

### **3.3.6.1. Papua Regional House of Representative of Papua**

Article 91(1) of the Regulation of the Minister of Finance No. 33 of 2024 on the Management of Transfers to Regions in the Framework of Special Autonomy (PMK TKD) affirms the supervisory authority of the provincial government over the administration of SAF. Articles 91(2) and (3) further specify that oversight extends to the Papua Regional House of Representatives (DPRP), the Papuan People's Assembly (MRP), and the Commission of Corruption Eradication (KPK), encompassing key aspects such as planning and budgeting, implementation and administration, and accountability and reporting (Arteza, 2024). At the operational level, budget execution is subject to scrutiny by provincial and district/city inspectorates, with oversight reports submitted to the DPRP and DPRD at their respective levels. As outlined in Article 7 verse (1) letter (i) of the second amendment to the Special Autonomy Law, this reporting mechanism is integral to reinforcing transparency, financial discipline, and regulatory compliance in the governance of special autonomy funds (Ramadhan, 2023).

### **3.3.6.2. Papuan People's Assembly**

In the second amendment to the Special Autonomy Law, the MRP is recognized as a key institution in the implementation and evaluation of SAF. While legally defined under Article 1 letter (g) of the Special Autonomy Law as a cultural representation, the MRP's historical origins are deeply rooted in Papua's local political movements (Mutaqin, 2014). This is further reinforced by its authority to provide consideration and approval for draft Special Regional Regulations (Perdatus), positioning it as an institution with significant political influence. To enhance the effectiveness of its supervisory role, institutional strengthening of the MRP is necessary, including the establishment of a Supervisory Committee to assist in oversight functions. As an entity mandated by the Special Autonomy Law to provide consideration and approval, the MRP plays a strategic role in ensuring that budget allocations prioritize the interests of Indigenous Papuans (Gani, 2019). Moreover, the MRP functions as a checks-and-balances mechanism between executive and legislative decisions, ensuring that policies align with the principles of special autonomy and the welfare of the Papuan people (Musaad, 2011).

## **3.4. Evaluating the Institutional and Systemic Capacity for Supervising the Papua Special Autonomy Fund**

### **3.4.1. The Centralized Oversight Framework of Papua's Special Autonomy Funds**

The current supervision of the SAF remains predominantly centralized and top-down, with oversight conducted by multiple central government institutions, including the Supreme Audit Agency (BPK), the Financial and Development Supervisory Agency (BPKP), the State Financial Accountability Agency (BAKN), and the Steering Committee for the Acceleration of Special Autonomy Development (BPP). While this multi-layered supervision is intended to enhance accountability, it often results in overlapping functions and reflects a lack of confidence in the autonomous regional government's capacity to manage the funds effectively.

From a legal perspective, this supervisory structure highlights an imbalance of authority between the central and regional governments, potentially undermining the effectiveness of oversight. Excessive central control may hinder the autonomy of the Papua regional government, contradicting the principles of decentralization and regional self-governance. From a legal-political standpoint, this centralistic approach signals institutional distrust toward the Papua regional government. The proliferation of supervisory institutions suggests a reluctance to delegate financial oversight responsibilities to regional authorities, contributing to administrative inefficiencies and jurisdictional redundancies. This lack of trust also affects center-region relations, which should ideally be guided by cooperative governance principles. To address these challenges, policy reforms should focus on simplifying oversight mechanisms, promoting inclusive and participatory governance, and fostering greater trust and collaboration between central and regional authorities.

### **3.4.2. Deficiencies in Internal Supervisory Capacity**

The institutional capacity and supervisory mechanisms of the Papua Regional House of Representatives (DPRP), the Papuan People's Assembly, and the provincial government remain inadequate in ensuring effective oversight of the SAF. The absence of a comprehensive regulatory framework within the DPRP has resulted in ambiguities in budget accountability. Without a clearly defined policy direction, fund allocation becomes inefficient and difficult to justify, undermining the developmental objectives of special autonomy. Regulatory deficiencies further exacerbate these challenges, creating gaps that impede effective oversight and increase the risk of financial mismanagement (Gani, 2017). Strengthening institutional governance necessitates the systematic formulation and enactment of legislative instruments to enhance transparency and accountability in SAF management.

The MRP's supervisory role is similarly constrained by its limited political leverage. Although legally empowered to veto draft Special Regional Regulations and Provincial Regulations that fail to reflect Papuan interests, its objections are often disregarded. Furthermore, a significant proportion of MRP members lack a comprehensive understanding of their duties, leading to ineffective oversight. Classification of MRP members highlights three categories: those who fully comprehend their mandates, those with partial understanding but reliant on financial incentives to perform their duties, and those primarily motivated by personal benefits. The

predominance of the latter two groups reflects systemic weaknesses in institutional integrity, further eroding accountability in SAF governance.

Addressing these deficiencies requires comprehensive reforms in both MRP recruitment and capacity development. Selection criteria must emphasize competence, integrity, and commitment to public service, ensuring that members possess the requisite expertise and ethical standards to execute their mandates effectively. Additionally, targeted training programs should be implemented to enhance institutional knowledge and oversight capabilities, reinforcing financial accountability and governance. Without such reforms, the structural weaknesses within DPRP and MRP will continue to hinder the effective administration of Papua's special autonomy funds, diminishing their intended impact on regional development.

### 3.4.3. Necessity of Structural Reform in Internal and External Oversight of the Special Autonomy Fund

From a legal-political perspective, structural and systemic reforms are essential to enhancing the supervisory capacity of regional institutions. First, legislative revisions must facilitate the decentralization of oversight, granting regional governments greater authority while maintaining strict accountability mechanisms. Second, mechanisms to enhance transparency and public participation must be established, enabling communities to actively engage in monitoring the utilization of special autonomy funds and ensuring their effective allocation toward public welfare. Third, capacity-building initiatives should be implemented for members of the Papua DPR, MRP, and provincial government, ensuring they possess a comprehensive understanding of their roles and responsibilities.

From a political culture perspective, effective supervision necessitates a paradigm shift in stakeholder attitudes and governance approaches. A culture of openness, transparency, and accountability must be fostered to support more robust oversight. This requires a transformation in the mindset and conduct of government officials at both central and regional levels, emphasizing public interest over personal or group agendas. Public participation is also crucial in strengthening oversight. The community must be granted meaningful engagement opportunities through formal mechanisms such as public consultation forums and informal channels, including social media and local community initiatives. A more inclusive and participatory supervisory framework will enhance accountability and transparency in the management of special autonomy funds.

Finally, efforts must focus on strengthening institutional capacity at the regional level. This includes enhancing human resources, developing integrated information systems, and providing adequate technical and financial support. With reinforced institutional capacity, the Papuan regional government will be better equipped to perform its oversight function effectively, ensuring that special autonomy funds are utilized efficiently and in alignment with the needs and aspirations of the Papuan people

### Acknowledgements:

Acknowledgments of people, grants, funds, etc. should be placed in a separate section. The names of funding organizations should be written in full.

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## APPENDIX

### *Types of Citations within the Text*

#### ***One author***

Greenleaf (2002)  
Greenleaf (2002: 44)  
(Greenleaf, 2002)  
(Greenleaf, 2002: 44)

#### ***Two authors***

Greenleaf and Greenfield (2006)  
Greenleaf and Greenfield (2006: 66)  
(Greenleaf & Greenfield, 2006)  
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#### ***Three and more authors***

Greenleaf et al. (2016)  
Greenleaf et al. (2016: 88)  
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#### ***Few sources***

(Greenleaf & Greenfield, 2006; Redbull & Blackwell, 2008)  
(Greenleaf & Greenfield, 2006: 66; Redbull & Blackwell, 2008: 101)

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