PUBLICUS Vol 4, No. 2, September 2026
FISIP UNIVERSITAS PATTIMURA
e-ISSN 2985-6361
p-ISSN 2985-637X

PUBLICUS: Jurnal Administrasi Publik
URL: https://ojs3.unpatti.ac.id/index.php/publicus/

Implementation of the Special Autonomy Fund for Kampung Community Empowerment: An Integrative Review and Propositions for Kokas District, Fakfak Regency

Aulia Saraswaty[1*], Andi Patimang[2], Muhammad Kurnia Ramadhan[3]

[1]Agribusiness Management Study Program, Fakfak State Polytechnic, Indonesia
[2]Agribusiness Management Study Program, Fakfak State Polytechnic, Indonesia
[3]Public Administration Study Program, Faculty of Social and Political Sciences, Pattimura University, Indonesia
*Correspondence E-Mail: auliasaraswaty@polinef.id

Abstract

The Special Autonomy Fund (*Dana Otonomi Khusus*, Otsus) has been the main fiscal instrument for improving the welfare of Indigenous Papuans for two decades, and Law Number 2 of 2021 renewed it with a stronger emphasis on performance-based, earmarked spending. Evidence on whether the fund empowers communities at the kampung (village) level remains fragmented, and our search identified no study of its implementation in Kokas District, Fakfak Regency, West Papua. This integrative review synthesises evidence on Otsus implementation for community empowerment and derives propositions for Kokas. Twelve studies published between 2018 and 2025 were included: eight on Otsus implementation in Tanah Papua and four on kampung governance and empowerment in Fakfak, the latter used to characterise the local context into which Otsus programmes are delivered. Findings were coded using George C. Edwards III's implementation variables, extended with a context and participation dimension, and outcomes were separated into basic-service and empowerment outcomes. The available evidence suggests that Otsus has improved perceived access to education and health in some areas but has had limited effect on household economies. Barriers are most frequently reported for bureaucratic structure and for the kampung context, including rigid planning procedures, funds stalling within the bureaucracy, low participation in kampung planning, and limited capacity of kampung officials. Implementation appears administratively compliant but weakly connected to kampung livelihoods. Three propositions are offered for field testing in Kokas: participatory kampung planning, nutmeg-based empowerment supported by potential mapping, and the involvement of customary institutions. The conclusions are limited by a small corpus dominated by national journals and perception-based or secondary evidence, and by the absence of any Otsus study in Fakfak or Kokas.

Keywords: Special Autonomy Fund, Policy Implementation, Community Empowerment, Kampung, Fakfak.

INTRODUCTION

Special autonomy for Papua was established by Law Number 21 of 2001 to address the development gap and the political grievances of Indigenous Papuans (*orang asli Papua*, OAP). Its central fiscal instrument, the Special Autonomy Fund (*Dana Otonomi Khusus*, Otsus), has transferred substantial resources to the provinces and regencies of Tanah Papua (Republik Indonesia, 2001). Law Number 2 of 2021 extended the fund to 2041 and raised it to 2.25 per cent of the national General

Allocation Fund (DAU) ceiling (Republik Indonesia, 2021a). Government Regulation Number 107 of 2021 divides this amount into a general portion equal to 1 per cent of the national DAU ceiling and a performance-based portion equal to 1.25 per cent. Under Article 8, the general portion may be used for public services, the welfare of OAP and the strengthening of customary (*adat*) institutions, and other regional priorities, with no minimum shares. Under Article 9, the performance-based portion must allocate at least 30 per cent to education and at least 20 per cent to health; community economic empowerment is listed as a permitted use but without a minimum share (Republik Indonesia, 2021c). Government Regulation Number 106 of 2021 sets out the related authorities and institutions (Republik Indonesia, 2021b).

A new institutional framework for planning and monitoring Otsus spending has been put in place since 2021. The Master Plan for the Acceleration of Papua Development (RIPPP) 2022–2041 was enacted by Presidential Regulation Number 24 of 2023 and is supported by the Papua Development Acceleration Information System (SIPPP), an integrated system for planning, monitoring, and reporting coordinated by the national planning ministry (Kementerian Sekretariat Negara, 2024; Republik Indonesia, 2023). A Steering Agency for the Acceleration of Papua Special Autonomy Development (BP3OKP) was established by Presidential Regulation Number 121 of 2022 to synchronise, harmonise, evaluate, and coordinate implementation (Republik Indonesia, 2022). At the fiscal level, Minister of Finance Regulation Number 33 of 2024 governs Otsus transfers, including the preparation of programme budget plans and the labelling of Otsus-funded activities (Kementerian Keuangan, 2024). This framework matters for implementation because it defines the planning procedures, information systems, and reporting requirements through which Otsus funds reach communities.

Two decades of implementation have produced mixed results. Earlier international assessments found that special autonomy greatly increased the resources available to Papuan governments but that improvements in development outcomes were uneven (Resosudarmo et al., 2014), and regional development gaps in Papua and West Papua were found to be wider after special autonomy than before (Iek & Blesia, 2019). Studies of Papua Province report limited improvement in education, attributed partly to weak political will, corruption in fund management, and the limited involvement of the Papuan People's Assembly (MRP) (Rahman & Kartini, 2023). A literature review concludes that Otsus funds tend to stall within the government bureaucracy rather than reaching communities (Zulfia et al., 2023). In Sorong, the economy of Indigenous Papuans remains weak despite annual transfers (Salmawati et al., 2024). At the same time, survey-based studies in Mimika report perceived improvements in education and health among recipients (Ambate et al., 2025; Manurung & Sandy, 2023). Experience with Aceh's special autonomy fund points in the same direction: studies find that it has not been allocated or managed in ways that substantially reduce poverty (Fadhila et al., 2023; Ikhsan et al., 2022).

Existing reviews, such as Zulfia et al. (2023), assess Otsus at the provincial level and against aggregate development indicators. They do not systematically map *where* in the implementation chain the fund fails to reach communities, nor do they examine the kampung level, where empowerment programmes are ultimately delivered. This article makes two contributions. First, it maps reported barriers onto an explicit implementation framework, distinguishing implementation variables from the kampung context in which programmes land. Second, it separates basic-service outcomes from empowerment outcomes, which existing reviews tend to combine.

Fakfak Regency in West Papua illustrates why these questions matter. According to the Directorate General of Fiscal Balance (DJPK), Fakfak's Otsus allocation for 2024 was Rp109.36 billion (Direktorat Jenderal Perimbangan Keuangan, 2023), compared with Rp170.18 billion reported for 2023 by the West Papua provincial revenue agency (Antara, 2024c). The DJPK allocation tables show that the 2023 figure reported by the provincial agency includes the full performance-based portion, whereas the 2024 allocation reflects a smaller performance-based portion after the national Otsus ceiling was redistributed among the six provinces of Tanah Papua created or reorganised in 2022 (Direktorat Jenderal Perimbangan Keuangan, 2023). In 2023, Fakfak had not met the required Otsus spending on education and health, while unspent Otsus balances (SiLPA) across West Papua reached about Rp208.6 billion (Antara, 2024b). In 2024, about 17,670 Fakfak residents were classified as poor, within a provincial poverty rate of 21.66 per cent (Antara, 2025). At the kampung level, Fakfak received Rp113.5 billion in Village Funds (*Dana Desa*) for 142 kampung in 2025 (Direktorat Jenderal Pajak, 2025), reorganised its

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

villages through Regional Regulation Number 5 of 2021 on Kampung Arrangement, and established 54 preparatory kampung in 2024 (Pemerintah Kabupaten Fakfak, 2021, 2024).

Kokas District is a coastal district of Fakfak with an area of about 788 km² and an estimated population of 4,601 in mid-2024, comprising 15 villages, including the urban *kelurahan* of Kokas Kota (Badan Pusat Statistik Kabupaten Fakfak, 2025). About 71 per cent of Kokas residents are Indigenous Papuans; most households depend on nutmeg cultivation and small-scale fisheries; 13 of the 15 villages are reachable by road, and 11 have 24-hour electricity (Badan Pusat Statistik Kabupaten Fakfak, 2025). During a 2024 gubernatorial campaign visit to six Kokas kampung, residents were reported to ask that Otsus funds prioritise human resource development, roads, and electricity (Papua Kini, 2024). Because this account comes from a campaign event, the aspirations it reports may be selective and shaped by political interests; it is used here only as an indication of local priorities. The 2025 kampung work plans (RKPKampung) of three Kokas kampung list similar priorities (village roads, clean water, and nutmeg drying facilities), which suggests that the campaign account is broadly consistent with formal planning documents. A search of Google Scholar, Garuda, DOAJ, and Scopus on 31 March 2026 using combinations of "otonomi khusus" or "otsus" with "Kokas" identified no academic study of Otsus implementation in Kokas.

This article addresses these gaps through an integrative literature review. It asks: (1) what the literature reveals about the outcomes of the Special Autonomy Fund, distinguishing basic-service from empowerment outcomes; (2) which implementation conditions explain these outcomes; and (3) which propositions for kampung empowerment in Kokas District can be derived from this evidence for future field testing. Because no reviewed study is located in Kokas, the third question yields transferable propositions rather than lessons. Transferability rests on shared institutional conditions rather than geographic similarity: Kokas kampung receive Otsus-funded programmes through the same national and provincial regulatory framework, planning instruments, and regency bureaucracy as the kampung studied in Mimika, Yahukimo, and Sorong, while the four Fakfak studies describe the local governance and livelihood conditions into which those programmes would be delivered.

METHODS

This study used an integrative literature review, which synthesises studies with different designs to produce a new perspective on a topic (Snyder, 2019). Reporting follows the PRISMA 2020 statement where applicable (Page et al., 2021). Community empowerment is defined, following Narayan (2002), as the expansion of the assets and capabilities of poor people to participate in, negotiate with, influence, and hold accountable the institutions that affect their lives. Its four elements are access to information, inclusion and participation, accountability, and local organisational capacity. Accordingly, outcomes were coded in two categories: *basic-service outcomes* (reported effects on access to education and health) and *empowerment outcomes* (reported effects on household income and livelihoods and on residents' participation and influence). Access to education and health is treated as a precondition for empowerment rather than as empowerment itself.

Implementation was analysed with the four variables of George C. Edwards III's model: communication (the transmission, clarity, and consistency of policy information from policymakers to implementers), resources (funds, staff, information, and authority), disposition (the attitudes and commitment of implementers), and bureaucratic structure (procedures and the fragmentation of responsibilities) (Edwards, 1980). Edwards III was chosen because the review's second question concerns how government agencies implement a fiscal transfer, and his variables map directly onto the barriers reported in the corpus. Because Edwards III is a top-down model focused on implementing officials, it does not capture the characteristics of target groups and the local setting, which Grindle (1980) treats as the context of implementation and Van Meter and Van Horn (1975) as social, economic, and political conditions. A fifth dimension, *context and participation*, was therefore added to capture residents' participation in planning, the capacity of kampung institutions, the local economic base, and customary institutions. Residents' participation is coded under this dimension rather than under communication.

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Literature was searched in Google Scholar, the Garuda portal, DOAJ, Scopus, the websites of Indonesian public administration, government, and economics journals, and university repositories between 1 February 2026 and 31 March 2026. The full search strings for each database are given in Supplementary Table S1; core terms in Indonesian and English included “dana otonomi khusus”, “implementasi otsus”, “pemberdayaan masyarakat kampung”, “Kabupaten Fakfak”, “Distrik Kokas”, and “special autonomy fund Papua”. Web of Science was not searched because the authors’ institution has no subscription; government evaluations and international studies identified outside the search (e.g. Resosudarmo et al., 2014) were used as context but not coded.

Two groups of studies were included, each with its own criteria. *Group A (Otsus implementation)* comprised empirical studies, reviews, or normative studies of the implementation or outcomes of the Special Autonomy Fund in Tanah Papua. *Group B (kampung context in Fakfak)* comprised empirical studies or project reports on kampung governance, participation, or community empowerment in Fakfak Regency, regardless of funding source. For both groups, studies had to be published between 2018 and 2025 in a journal or proceedings with an accessible full text. Group A provides the evidence for research questions 1 and 2. Group B does not provide evidence on Otsus itself; it characterises the context and participation dimension in Fakfak and is used, together with Group A, only to derive the propositions for research question 3. Official regulations, news reports from national news agencies, and the 2025 RKPKampung of three Kokas kampung were used to describe the policy, fiscal, and local context and were not coded as findings.

Screening was conducted by the first and second authors independently, and disagreements (nine at the title-and-abstract stage and three at the full-text stage) were resolved by discussion. Figure 1 summarises the selection process (PRISMA 2020): 412 records were identified, 351 remained after duplicates were removed and were screened by title and abstract, 42 were assessed in full text, and 30 were excluded with reasons (not about Otsus or Fakfak kampung: 17; no accessible full text: 6; opinion pieces without empirical or normative analysis: 5; data internally inconsistent: 2), leaving 12 studies. In the two studies excluded for inconsistent data, the totals in the tables contradicted the percentages reported in the text, so their findings could not be interpreted.

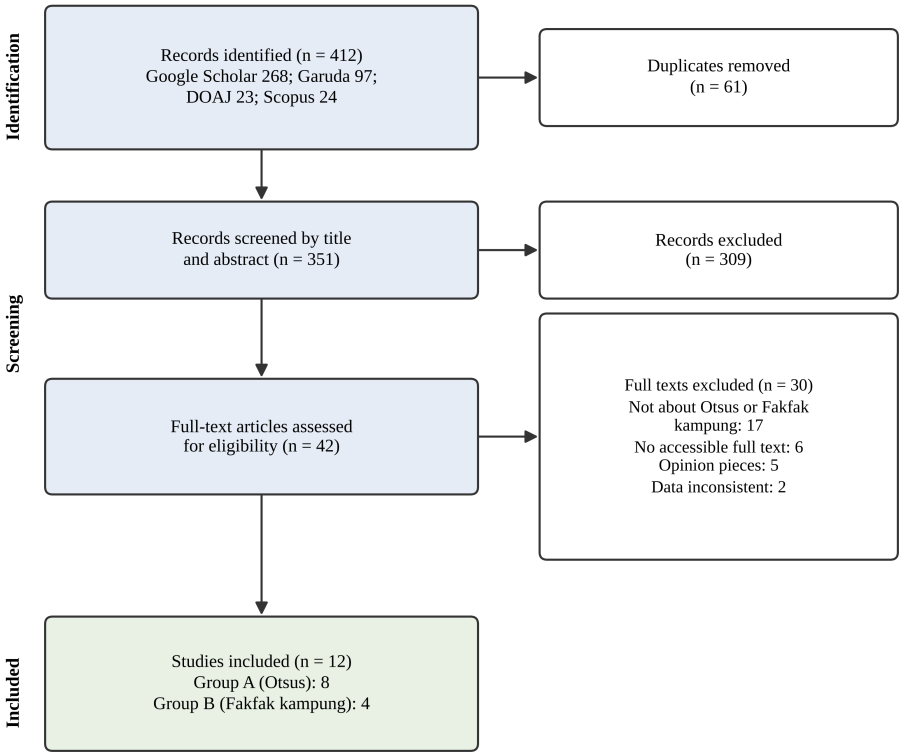

Figure 1. PRISMA 2020 Flow Diagram of Study Selection

Source: Authors’ search, 2026.

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

The quality of each included study was appraised with the Mixed Methods Appraisal Tool (MMAT) for empirical studies (Hong et al., 2018) and with the JBI critical appraisal checklist for text and opinion for normative and literature-based studies; the community service report was treated as descriptive evidence. Appraisal was conducted by the first and second authors independently, with disagreements resolved by discussion. Appraisal results determined the weight given to each study: high- and moderate-quality empirical studies were used as primary evidence, while low-quality, normative, and descriptive sources were used only to corroborate patterns found in primary evidence and are identified as such in the text (Table 2).

Data were extracted into a matrix recording each study's locus, design, Otsus regime (before or after Law 2/2021), outcomes, and implementation conditions (Supplementary Table S2). The data were coded deductively by framework dimension and outcome category and inductively for recurring barriers, following the hybrid approach of Fereday and Muir-Cochrane (2006), and synthesised thematically (Braun & Clarke, 2021). Coding was carried out by the first author, and the second author checked the coding of all twelve studies; four disagreements were resolved by discussion.

RESULTS AND DISCUSSION

Results

Characteristics of the Corpus

Table 1 summarises the twelve studies. Six used qualitative designs, two used quantitative surveys of fund recipients, three were literature-based or normative studies, and one reported a community service project. Most of the evidence is therefore perception-based or secondary, which limits the strength of the claims that can be made. The Group A studies concentrate on Mimika, Yahukimo, Sorong, and Papua Province as a whole, and span two regulatory regimes: one study examines implementation before Law 2/2021 (the RESPEK village programme in Mimika), five examine the post-2021 regime, and two cover both. Because the fiscal and institutional design changed in 2021, findings are attributed to their regime in the synthesis. The Group B studies concern the governance and economic conditions of Fakfak kampung rather than Otsus programmes directly. No study in the corpus traces Otsus funds to empowerment programmes in a Fakfak kampung.

Table 1. Characteristics of the Reviewed Studies

Study	Locus	Method	Regime	Key findings
Group A: Otsus implementation				
Kum & Sasmito (2018)	Mimika	Qualitative	Pre-2021	RESPEK village programme: weak institutions, low participation, limited effectiveness
Adriansyah & Suyanto (2023)	Yahukimo	Qualitative case study	Post-2021	Compliant with rules but poorly targeted; delayed transfers; rigid application menus
Manurung & Sandy (2023)	Mimika	Survey (n = 100)	Post-2021	Welfare score 74.98%[a]; goals not fully met
Rahman & Kartini (2023)	Papua Province	Literature-based	Both	Reported limited impact on education; corruption; weak political will
Zulfia et al. (2023)	Papua Province	Literature review	Both	Funds stall in bureaucracy; limited facilities
Alif Nahari (2023)	Tanah Papua	Normative legal	Post-2021	PROSPEK and strategic programmes continue after 2021
Salmawati et al. (2024)	Sorong	Qualitative	Post-2021	OAP economy remains weak; coordination and participation needed
Ambate et al. (2025)	Kwamki Narama, Mimika	Survey (n = 100)	Post-2021	Education and health improved; economy limited (mean 3.13[b])
Group B: Kampung context in Fakfak				
Hindom & Tamher (2021)	Tanama, Fakfak	Qualitative	n/a	Very low participation; weak transparency; low capacity of officials

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Study	Locus	Method	Regime	Key findings
Naisin & Asyik (2022)	Fakfak	Qualitative, SWOT	n/a	Nutmeg empowerment running but not optimal; traditional practices
Kuliahsari et al. (2023)	Fakfak	Community service	n/a	No village potential map; nutmeg distribution mapped
Pagesa & Sari (2023)	Fakfak	Qualitative	n/a	Customary institution handles disputes; goals not coordinated with government

Note: [a] percentage of the maximum possible score; 41–60% = "fair", 61–80% = "good", 81–100% = "very good". [b] Mean on a 1–5 Likert scale (1.00–1.80 very low; 1.81–2.60 low; 2.61–3.40 moderate; 3.41–4.20 high; 4.21–5.00 very high). Regime: period of Otsus implementation examined (pre- or post-Law 2/2021); n/a = not about Otsus. Source: Compiled by the authors from the reviewed studies, 2026.

Table 2. Quality Appraisal and Weight in the Synthesis

Study	Tool	Appraisal result	Weight in synthesis
Kum & Sasmito (2018)	MMAT (qualitative)	3/5 criteria met	Primary
Adriansyah & Suyanto (2023)	MMAT (qualitative)	4/5 criteria met	Primary
Manurung & Sandy (2023)	MMAT (quantitative descriptive)	2/5 criteria met	Corroborating
Ambate et al. (2025)	MMAT (quantitative descriptive)	3/5 criteria met	Primary
Salmawati et al. (2024)	MMAT (qualitative)	3/5 criteria met	Primary
Rahman & Kartini (2023)	JBI text and opinion	4/6 criteria met	Corroborating
Zulfia et al. (2023)	JBI text and opinion	3/6 criteria met	Corroborating
Alif Nahari (2023)	JBI text and opinion	4/6 criteria met	Corroborating (normative)
Hindom & Tamher (2021)	MMAT (qualitative)	4/5 criteria met	Context (Group B)
Naisin & Asyik (2022)	MMAT (qualitative)	3/5 criteria met	Context (Group B)
Pagesa & Sari (2023)	MMAT (qualitative)	3/5 criteria met	Context (Group B)
Kuliahsari et al. (2023)	Not appraised (project report)	Descriptive	Context only (Group B)

Source: Authors' appraisal, 2026.

Outcomes of the Special Autonomy Fund

Basic-service outcomes. In Kwamki Narama, recipients perceived improvements in education (mean 3.67) and health (mean 3.85) (Ambate et al., 2025), and in Mimika more broadly a welfare score of 74.98 per cent was reported, although the authors noted that goals had not been fully achieved (Manurung & Sandy, 2023). Literature-based studies of Papua Province are more critical, reporting limited improvement in education (Rahman & Kartini, 2023) and inadequate health services (Zulfia et al., 2023).

Empowerment outcomes. In Kwamki Narama, progress in the economy was perceived as limited (mean 3.13), with little effect on jobs, income, or household needs (Ambate et al., 2025). In Sorong, the economic position of Indigenous Papuans remained weak (Salmawati et al., 2024), and in the RESPEK programme in Mimika community participation was low (Kum & Sasmito, 2018). Across the corpus, the available evidence suggests that empowerment outcomes are weaker than basic-service outcomes. This conclusion rests mainly on two perception surveys in Mimika and several literature-based studies. An objective indicator points in the same direction: poverty in West Papua fell only slightly, from 22.15 per cent in 2023 to 21.66 per cent in 2024 (Antara, 2025).

Implementation Conditions

Table 3 maps the findings onto the framework dimensions and reports the number of studies supporting each barrier. Barriers are reported for every dimension, but they are most frequently reported for bureaucratic structure (five studies) and for the kampung context and participation (six studies, four of them from Group B). Evidence on communication in Edwards III's sense is thin.

Table 3. Synthesis of Findings by Framework Dimension

Dimension	Recurring barriers	Enabling conditions	Studies	n
Communication	Weak central–regional coordination and transmission of policy information	–	Salmawati et al. (2024)	1

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Dimension	Recurring barriers	Enabling conditions	Studies	n
Resources	Limited budgets; delayed transfers; limited staff knowledge of regulations; low education of kampung officials	–	Adriansyah & Suyanto (2023); Hindom & Tamher (2021)[B]	2
Disposition	Weak political will; corruption	Stewardship values among some officials	Rahman & Kartini (2023); Adriansyah & Suyanto (2023)	2
Bureaucratic structure	Rigid application menus; funds stalling in the bureaucracy; weak institutions; limited role of MRP	Continuation of strategic programmes after 2021	Adriansyah & Suyanto (2023); Zulfia et al. (2023); Kum & Sasmito (2018); Rahman & Kartini (2023); Alif Nahari (2023)	5
Context and participation	Low community participation in planning; very low attendance at kampung planning forums; no village potential map	Large nutmeg area and farmer base; customary institutions active in dispute resolution	Kum & Sasmito (2018); Salmawati et al. (2024); Hindom & Tamher (2021)[B]; Naisin & Asyik (2022)[B]; Kuliahsari et al. (2023)[B]; Pagesa & Sari (2023)[B]	6

Note: [B] Group B study (kampung context in Fakfak, not about Otsus). n = number of studies. Source: Authors' synthesis, 2026.

In Edwards III's sense, communication concerns the transmission of policy information from policymakers to implementers. The corpus contains little direct evidence on this variable. In Sorong, the authors call for better coordination between central and regional governments (Salmawati et al., 2024), which points to weak transmission and alignment of policy across levels of government.

Three funding streams reach Papuan kampung, and they should be distinguished: the Village Fund (*Dana Desa*) from the national budget, the Kampung Fund Allocation (*Alokasi Dana Kampung*, ADK) from the regency budget, and Otsus funds, which reach kampung mainly through regency programmes budgeted in the regional budget (APBD) and, where provided for, special regional regulations. In Fakfak, Otsus funds reach kampung through regency programmes rather than direct transfers; no regional regulation providing for direct Otsus transfers to kampung was found. Within Group A, constraints on Otsus resources recur. In Yahukimo, some programmes could not be fully implemented because of limited budgets, transfers from the central government were delayed, and staff had limited knowledge of the fund's regulations (Adriansyah & Suyanto, 2023). Delays persist under the new framework: in 2025, the first-stage disbursement of Otsus funds in West Papua exceeded the time limits set by Minister of Finance Regulation 33/2024, and by early August no Otsus-funded programme had been fully implemented (Direktorat Jenderal Perbendaharaan, 2025). In Tanama, Fakfak, most kampung officials had only a high-school education and only one held a bachelor's degree (Hindom & Tamher, 2021). This Group B finding concerns kampung governance in general rather than Otsus management, but it indicates the capacity with which any Otsus-funded kampung programme would have to work.

Studies of Papua Province identify weak political will and corruption in fund management as obstacles (Rahman & Kartini, 2023). The Yahukimo study, by contrast, found that officials' practices reflected stewardship values of trust and service, although gaps in commitment and technical execution remained (Adriansyah & Suyanto, 2023). Outside the coded evidence, an official evaluation in 2024 reported that some West Papua agencies focused on producing accountability reports while missing their intended targets (Antara, 2024a); this is anecdotal and is used only as context for the discussion below.

Procedural design shapes what the fund can do. In Yahukimo, proposals were blocked by menu limits in the planning application, the regional government information system (SIPD), so programmes that communities needed could not be submitted (Adriansyah & Suyanto, 2023). At the provincial level, funds stall within the bureaucracy (Zulfia et al., 2023), and the MRP has played only a limited role in evaluating allocations (Rahman & Kartini, 2023). The continuation of strategic programmes after 2021 shows institutional persistence (Alif Nahari, 2023), but persistence alone does not resolve the structural weakness observed in the earlier RESPEK programme (Kum & Sasmito, 2018). The post-2021 framework adds further procedural layers: programme budget plans must be synchronised with the regional budget, Otsus-funded activities must be labelled, and planning and reporting are channelled through SIPPP under the RIPPP (Kementerian Keuangan, 2024; Republik Indonesia, 2023). None of the reviewed studies examines how these instruments operate at the kampung level.

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Participation in planning is consistently weak. In Mimika, the RESPEK village programme was marked by low community participation (Kum & Sasmito, 2018), and in Sorong the poor were not involved in policy processes (Salmawati et al., 2024). The clearest local evidence comes from Kampung Tanama in Fakfak, where fewer than five residents attended the 2019 kampung development planning forum and residents were often excluded from planning decisions (Hindom & Tamher, 2021). Fakfak also has a significant economic base, a large area of nutmeg plantations and many farmers supported by customary rules (Naisin & Asyik, 2022), but the lack of a village potential map has limited its use in planning (Kuliahsari et al., 2023). Customary institutions are active in resolving disputes, but their goals are not coordinated with those of the government (Pagesa & Sari, 2023).

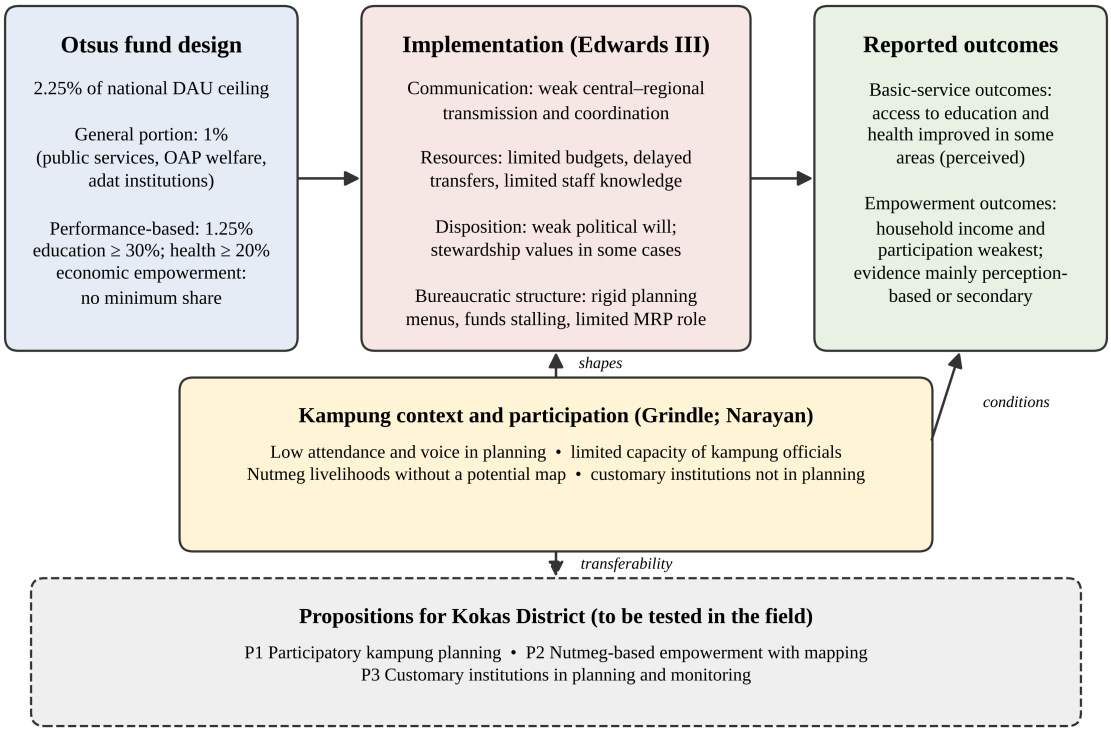

Figure 2. Synthesis of Special Autonomy Fund Implementation for Kampung Empowerment
Source: Authors' synthesis, 2026.

Figure 2 summarises the synthesis. The design of the fund (left) sets the resources available and earmarks the performance-based portion for education and health without a minimum for economic empowerment. Implementation by government agencies (centre), described by Edwards III's four variables, converts these resources into programmes. The kampung context and participation (middle row) shapes implementation, because planning depends on residents' input and kampung capacity, and conditions the outcomes (right), because empowerment programmes only work if they fit local livelihoods. Outcomes are separated into basic-service outcomes, where some improvement is reported, and empowerment outcomes, which are weakest. The dashed arrow to the propositions for Kokas (bottom) indicates that they are derived by transferability and remain to be tested.

Discussion

The first research question concerned outcomes. The available evidence suggests that the Special Autonomy Fund has been more successful in expanding perceived access to education and health than in strengthening household economies. A plausible explanation lies in the design of the performance-based portion, which sets minimum shares for education and health but none for economic empowerment (Republik Indonesia, 2021c). Spending that is earmarked and measurable is more likely to produce visible change, whereas empowerment depends on locally designed programmes and therefore on the implementation conditions discussed below. This link cannot be established from the

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

corpus, which contains only one study that compares sectors directly (Ambate et al., 2025), and should be tested in future research. For kampung communities whose livelihoods depend on agriculture, such as nutmeg farmers in Fakfak, the empowerment dimension is arguably the one that matters most.

The second question concerned implementation conditions. The evidence suggests that Otsus implementation is administratively compliant but weakly connected to community needs. Planning, implementation, and monitoring generally follow regulations (Adriansyah & Suyanto, 2023), yet programmes are poorly targeted and application menus constrain proposals. This pattern resembles what Pritchett et al. (2013) call isomorphic mimicry, in which organisations adopt the forms and procedures of effective institutions without acquiring the capability to deliver results. It is also consistent with the performance paradox, in which performance indicators and reporting requirements become decoupled from actual performance (van Thiel & Leeuw, 2002). Each new reporting layer (programme budget plans, activity labelling, and SIPPP) strengthens upward accountability for compliance, but none of them, on the evidence reviewed, measures whether kampung households are better off. The comparison with Aceh, where special autonomy funds have likewise not translated into substantial poverty reduction (Fadhila et al., 2023; Ikhsan et al., 2022), suggests that this may be a feature of asymmetric fiscal decentralisation in Indonesia rather than of Papua alone. In terms of the framework, the problem lies less in the formal policy than in bureaucratic structure and in the weak link between implementing agencies and the kampung context. When very few residents attend kampung planning forums (Hindom & Tamher, 2021), and the poor are not involved in policy processes (Salmawati et al., 2024), programmes are designed with little information about what kampung need.

The fiscal context sharpens this point. High unspent balances across West Papua (Antara, 2024b) and delayed disbursement in 2025 (Direktorat Jenderal Perbendaharaan, 2025) indicate a problem of absorption and planning capacity rather than a simple shortage of funds. The implication is that the binding constraint appears to be the ability to plan and execute programmes that fit local needs, not the size of the allocation. Recommendations should therefore focus on planning quality, kampung capacity, and outcome monitoring rather than on increasing allocations.

The third question concerned Kokas. Table 4 presents three propositions derived from the synthesis. Each should be treated as a hypothesis for field research rather than a finding about the district, and each rests on a transferability assumption that field research would need to test.

Table 4. Propositions for Kokas District

Proposition	Supporting evidence	Transferability assumption	How to test in Kokas
P1. Otsus-funded empowerment in Kokas will reflect kampung needs only if residents' priorities enter formal kampung planning forums.	Low participation in RESPEK and Sorong (Group A); very low forum attendance in Tanama (Group B); campaign-reported aspirations in Kokas	Kokas kampung use the same planning procedures as Tanama and face similar barriers to attendance	Attendance lists and minutes of kampung and district planning forums; interviews with kampung heads, Bamuskam, and OAP residents
P2. Economic empowerment outcomes will be stronger where Otsus programmes build on nutmeg livelihoods supported by potential mapping.	Weak empowerment outcomes (Group A); nutmeg economic base and absence of potential maps (Group B)	Nutmeg is a main livelihood in Kokas kampung, as in the Fakfak studies	Mapping of Otsus-funded programmes by sector; household survey of nutmeg farmers; interviews with the plantation office
P3. Involving customary institutions in planning and monitoring will strengthen participation and the fit of programmes.	Customary institutions active but not coordinated with government (Group B); limited MRP role (Group A)	Customary institutions in Kokas have similar authority and legitimacy to those studied in Fakfak	Interviews with customary leaders; documents on adat involvement in Musrenbang; process tracing of selected programmes

Source: Authors' synthesis, 2026.

CONCLUSION

Conclusion

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

This review of twelve studies suggests that the Special Autonomy Fund has improved perceived access to education and health in some areas of Tanah Papua, mainly Mimika, but has had limited effect on the economic empowerment of kampung communities. Implementation is generally compliant with regulations but weakly connected to community needs. The most frequently reported barriers concern bureaucratic structure, such as rigid planning procedures and funds stalling in the bureaucracy, and the kampung context, such as low participation in planning and limited capacity of kampung officials. High unspent balances and delayed disbursement point to a problem of absorption and planning capacity rather than a shortage of funds. For Kokas District, the review yields three propositions for field testing: participatory kampung planning, nutmeg-based empowerment supported by potential mapping, and the involvement of customary institutions in planning and monitoring.

The review has several limitations. The corpus is small and dominated by national journals; Scopus and DOAJ were searched but returned few relevant records, and international and government evaluations were used only as context. No included study examines Otsus in Fakfak or Kokas, so the propositions depend on transferability assumptions. Much of the evidence is perception-based or secondary, and the studies span two regulatory regimes. Screening and coding were carried out by two researchers, which reduces but does not eliminate subjectivity.

Recommendation

The Fakfak Regency Government is advised to strengthen kampung planning forums in Kokas so that residents' priorities, including those of OAP and women, enter formal Otsus planning; to allocate part of the Otsus funds available for economic empowerment to nutmeg-based livelihood programmes supported by village potential mapping; to train kampung officials in Otsus regulations and planning procedures; to involve customary institutions in programme planning and monitoring; and to monitor Otsus programmes by their outcomes for households rather than by the completion of reports. Because the binding constraint appears to be absorption and planning capacity, these measures should take priority over requests for larger allocations. Future research should test the propositions in Table 4 through mixed-methods field studies in Kokas kampung that include Indigenous Papuan residents as informants, use process tracing to follow how Otsus funds reach kampung (Beach & Pedersen, 2019), and apply realist evaluation to test the context–mechanism–outcome configurations proposed here (Pawson & Tilley, 1997).

REFERENCES

Adriansyah, M. A., & Suyanto. (2023). Evaluasi pengelolaan dana otonomi khusus bidang pendidikan dan kesehatan (Studi pada Pemerintah Kabupaten Yahukimo). *ABIS: Accounting and Business Information Systems Journal, 11*(3), 377–394. https://journal.ugm.ac.id/abis/article/view/86439

Alif Nahari. (2023). Kebijakan pemerintah dalam keberlanjutan dana otonomi khusus Papua atas kesejahteraan orang asli Papua pasca 2021. *Innovative: Journal of Social Science Research, 3*(5), 5677–5689. https://j-innovative.org/index.php/Innovative/article/view/5443

Ambate, A., Marlissa, E. R., & Hutajulu, H. (2025). Evaluation analysis of the special autonomy fund assistance program in improving the welfare of indigenous Papuans in Kwamki Narama District, Mimika Regency. *Journal of Multidisciplinary Academic Business Studies, 2*(3), 163–176. https://doi.org/10.35912/jomabs.v2i3.2960

Antara. (2024a, October 23). *Pemerintah evaluasi pelaksanaan dana Otsus tiga kabupaten di PB*. ANTARA News Papua Tengah. https://papuatengah.antaranews.com/berita/53761/pemerintah-evaluasi-pelaksanaan-dana-otsus-tiga-kabupaten-di-pb

Antara. (2024b, October 24). *DJPK sebut SiLPA dana Otsus 2023 se-Papua Barat Rp208,6 miliar*. ANTARA News Papua Tengah. https://papuatengah.antaranews.com/berita/53817/djpk-sebut-silpa-dana-otsus-2023-se-papua-barat-rp2086-mililar

Antara. (2024c, October 17). *Bapenda Papua Barat evaluasi pengelolaan dana otsus 2023*. ANTARA News Papua Barat. https://papuabarat.antaranews.com/berita/53601/bapenda-papua-barat-evaluasi-pengelolaan-dana-otsus-2023

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Antara. (2025). *Papua Barat optimistis turunkan kemiskinan 1 persen per tahun*. ANTARA News Papua Barat. https://papuabarat.antaranews.com/berita/61537/papua-barat-optimistis-turunkan-kemiskinan-1-persen-per-tahun

Badan Pusat Statistik Kabupaten Fakfak. (2025). *Distrik Kokas dalam angka 2025*. Fakfak: BPS Kabupaten Fakfak.

Beach, D., & Pedersen, R. B. (2019). *Process-tracing methods: Foundations and guidelines* (2nd ed.). Ann Arbor, MI: University of Michigan Press.

Braun, V., & Clarke, V. (2021). One size fits all? What counts as quality practice in (reflexive) thematic analysis? *Qualitative Research in Psychology, 18*(3), 328–352. https://doi.org/10.1080/14780887.2020.1769238

Direktorat Jenderal Pajak. (2025, June 24). *Pantau dana desa, Pajak Sorong kunjungi DPMK Fakfak*. https://www.pajak.go.id/id/berita/pantau-dana-desa-pajak-sorong-kunjungi-dpmk-fakfak

Direktorat Jenderal Perbendaharaan, Kantor Wilayah Papua Barat. (2025). *Berita terbaru: Penyaluran dana otonomi khusus tahap I tahun 2025 di Provinsi Papua Barat* [reproducing an ANTARA report]. https://djpb.kemenkeu.go.id/kanwil/papuabarat/id/data-publikasi/berita-terbaru.html

Direktorat Jenderal Perimbangan Keuangan. (2023). *Rincian alokasi Dana Otonomi Khusus, Dana Tambahan Infrastruktur, Dana Keistimewaan DIY, dan Dana Desa tahun anggaran 2024*. Jakarta: Kementerian Keuangan. https://djpk.kemenkeu.go.id/wp-content/uploads/2023/09/Rincian-Alokasi-Dana-Otsus-DTI-DAIS-DD-TA-2024.pdf

Edwards, G. C., III. (1980). *Implementing public policy*. Washington, DC: Congressional Quarterly Press.

Fadhila, F., Ubaidullah, & Ahmady, I. (2023). The effectiveness of Aceh's special autonomy fund in allocation to poverty alleviation, education, and health sector. *Politika: Jurnal Ilmu Politik, 14*(1), 31–47. https://doi.org/10.14710/politika.14.1.2023.31-47

Fereday, J., & Muir-Cochrane, E. (2006). Demonstrating rigor using thematic analysis: A hybrid approach of inductive and deductive coding and theme development. *International Journal of Qualitative Methods, 5*(1), 80–92. https://doi.org/10.1177/160940690600500107

Grindle, M. S. (Ed.). (1980). *Politics and policy implementation in the Third World*. Princeton, NJ: Princeton University Press.

Hindom, M. E. S., & Tamher, I. A. (2021). Efektivitas penyelenggaraan pemerintahan dalam penyerapan aspirasi masyarakat di Kampung Tanama Kabupaten Fakfak Provinsi Papua Barat. *Jurnal Terapan Pemerintahan Minangkabau, 1*(2), 144–161. https://doi.org/10.33701/jtpm.v1i2.2003

Hong, Q. N., Fàbregues, S., Bartlett, G., Boardman, F., Cargo, M., Dagenais, P., Gagnon, M.-P., Griffiths, F., Nicolau, B., O'Cathain, A., Rousseau, M.-C., Vedel, I., & Pluye, P. (2018). The Mixed Methods Appraisal Tool (MMAT) version 2018 for information professionals and researchers. *Education for Information, 34*(4), 285–291. https://doi.org/10.3233/EFI-180221

Iek, M., & Blesia, J. U. (2019). Development inequalities in autonomous regions: A study pre- and post-special autonomy in Indonesia's most eastern provinces. *Journal of Asian Finance, Economics and Business, 6*(1), 303–314. https://doi.org/10.13106/jafeb.2019.vol6.no1.303

Ikhsan, Hajad, V., Marefanda, N., Saputra, A., & Herizal. (2022). The special autonomy funds are not for poverty alleviation: A lesson from Aceh's way. *Journal of Local Government Issues (LOGOS), 5*(2). https://doi.org/10.22219/logos.v5i2.21658

Kementerian Keuangan. (2024). *Peraturan Menteri Keuangan Nomor 33 Tahun 2024 tentang Pengelolaan Transfer ke Daerah dalam rangka Otonomi Khusus*. Berita Negara Republik Indonesia Tahun 2024 Nomor 293.

Kementerian Sekretariat Negara. (2024, June 7). *Hadiri peluncuran RIPPP dan SIPPP, Wapres sampaikan empat arahan strategis percepat pembangunan Papua*. https://www.setneg.go.id/baca/index/hadiri_peluncuran_rippp_dan_sippp_wapres_sampaikan_empat_arahan_strategis_percepat_pembangunan_papua

Kuliahsari, D. E., Sriwijaya, R. R., & Syamsul, M. A. (2023). Pemberdayaan masyarakat melalui pemetaan lahan petani pala di Kabupaten Fakfak. *Jurnal Pengabdian kepada Masyarakat Nusantara, 4*(3), 1777–1783. https://doi.org/10.55338/jpkmn.v4i3.1172

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Kum, K., & Sasmito, C. (2018). Analisis implementasi pengelolaan dana otonomi khusus Papua berbasis program Rencana Strategis Pembangunan Kampung (RESPEK) di Kabupaten Mimika Provinsi Papua. *Reformasi, 8*(1), 84–99. https://doi.org/10.33366/rfr.v8i1.1076

Manurung, L., & Sandy, S. (2023). Analisis evaluasi program bantuan dana otonomi khusus dalam meningkatkan kesejahteraan masyarakat asli Papua di Kabupaten Mimika. *Jurnal Kritis, 7*(1), 24–46. https://ejournal.stiejb.ac.id/index.php/jurnal-kritis/article/view/396

Naisin, M. A., & Asyik, M. F. (2022). Strategi pemberdayaan petani pala dalam meningkatkan kualitas tanaman pala oleh Dinas Perkebunan di Kabupaten Fakfak. *Jurnal Terapan Pemerintahan Minangkabau, 2*(1), 73–91. https://doi.org/10.33701/jtpm.v2i1.2439

Narayan, D. (Ed.). (2002). *Empowerment and poverty reduction: A sourcebook*. Washington, DC: The World Bank.

Page, M. J., McKenzie, J. E., Bossuyt, P. M., Boutron, I., Hoffmann, T. C., Mulrow, C. D., Shamseer, L., Tetzlaff, J. M., Akl, E. A., Brennan, S. E., Chou, R., Glanville, J., Grimshaw, J. M., Hróbjartsson, A., Lalu, M. M., Li, T., Loder, E. W., Mayo-Wilson, E., McDonald, S., … Moher, D. (2021). The PRISMA 2020 statement: An updated guideline for reporting systematic reviews. *BMJ, 372*, n71. https://doi.org/10.1136/bmj.n71

Pagesa, A. Z. R., & Sari, M. (2023). Strategi lembaga masyarakat adat menjaga stabilitas sosial budaya di Kabupaten Fakfak Provinsi Papua Barat. *Jurnal Terapan Pemerintahan Minangkabau, 3*(2), 197–210. https://doi.org/10.33701/jtpm.v3i2.3658

Papua Kini. (2024, November 11). *Doamu sapa warga 6 kampung Distrik Kokas Fakfak, masyarakat minta dana Otsus utamakan SDM*. https://papuakini.net/2024/11/11/doamu-sapa-warga-6-kampung-distrik-kokas-fakfak-masyarakat-minta-dana-otsus-utamakan-sdm/

Pawson, R., & Tilley, N. (1997). *Realistic evaluation*. London: SAGE.

Pemerintah Kabupaten Fakfak. (2021). *Peraturan Daerah Kabupaten Fakfak Nomor 5 Tahun 2021 tentang Penataan Kampung*.

Pemerintah Kabupaten Fakfak. (2024). *Peraturan Bupati Fakfak Nomor 24 Tahun 2024 tentang Pembentukan Kampung Persiapan*.

Pritchett, L., Woolcock, M., & Andrews, M. (2013). Looking like a state: Techniques of persistent failure in state capability for implementation. *Journal of Development Studies, 49*(1), 1–18. https://doi.org/10.1080/00220388.2012.709614

Rahman, Z., & Kartini, D. S. (2023). Analisis dampak otonomi khusus dalam upaya optimalisasi sektor pendidikan di Provinsi Papua. *Spirit Publik, 18*(2), 127–138. https://doi.org/10.20961/sp.v18i2.72392

Republik Indonesia. (2001). *Undang-Undang Nomor 21 Tahun 2001 tentang Otonomi Khusus bagi Provinsi Papua*. Lembaran Negara Republik Indonesia Tahun 2001 Nomor 135.

Republik Indonesia. (2021a). *Undang-Undang Nomor 2 Tahun 2021 tentang Perubahan Kedua atas Undang-Undang Nomor 21 Tahun 2001 tentang Otonomi Khusus bagi Provinsi Papua*. Lembaran Negara Republik Indonesia Tahun 2021 Nomor 155.

Republik Indonesia. (2021b). *Peraturan Pemerintah Nomor 106 Tahun 2021 tentang Kewenangan dan Kelembagaan Pelaksanaan Kebijakan Otonomi Khusus Provinsi Papua*.

Republik Indonesia. (2021c). *Peraturan Pemerintah Nomor 107 Tahun 2021 tentang Penerimaan, Pengelolaan, Pengawasan, dan Rencana Induk Percepatan Pembangunan dalam Rangka Pelaksanaan Otonomi Khusus Provinsi Papua*. Lembaran Negara Republik Indonesia Tahun 2021 Nomor 239.

Republik Indonesia. (2022). *Peraturan Presiden Nomor 121 Tahun 2022 tentang Badan Pengarah Percepatan Pembangunan Otonomi Khusus Papua*. Lembaran Negara Republik Indonesia Tahun 2022 Nomor 201.

Republik Indonesia. (2023). *Peraturan Presiden Nomor 24 Tahun 2023 tentang Rencana Induk Percepatan Pembangunan Papua Tahun 2022–2041*. Lembaran Negara Republik Indonesia Tahun 2023 Nomor 53.

Resosudarmo, B. P., Mollet, J. A., Raya, U. R., & Kaiwai, H. (2014). Development in Papua after special autonomy. In H. Hill (Ed.), *Regional dynamics in a decentralized Indonesia* (pp. 433–459). Singapore: Institute of Southeast Asian Studies.

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.

Salmawati, S., Purnomo, A., Nikmatul Ula, S. N., Rais, L., & Ikhwan, S. (2024). Dampak otonomi khusus pada ekonomi orang asli Papua setelah implementasi kebijakan pemerintahan. *Jurnal Noken: Ilmu-Ilmu Sosial, 10*(1), 214–222. https://doi.org/10.33506/jn.v10i1.3461

Snyder, H. (2019). Literature review as a research methodology: An overview and guidelines. *Journal of Business Research, 104*, 333–339. https://doi.org/10.1016/j.jbusres.2019.07.039

Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. *Administration & Society, 6*(4), 445–488. https://doi.org/10.1177/009539977500600404

van Thiel, S., & Leeuw, F. L. (2002). The performance paradox in the public sector. *Public Performance & Management Review, 25*(3), 267–281. https://doi.org/10.1080/15309576.2002.11643661

Zulfia, I. H., Frinaldi, A., & Magriasti, L. (2023). Problematika pelaksanaan otonomi khusus di Papua: Ditinjau dari indeks pembangunan manusia. *Jurnal Manajemen Publik dan Kebijakan Publik, 5*(2). https://doi.org/10.36085/jmpkp.v5i2.5263

This work is licensed under a Creative Commons Attribution 4.0 International License.
Copyright (c) 2026 Aulia Saraswaty, Andi Patimang, Muhammad Kurnia Ramadhan.