

Cooperative Model Of Intergovernmental Relations Between West Papua Province And Raja Ampat Regency In The Poverty Handling

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ABSTRACT: The relationship between local government or the Intergovernmental Relations (IGR) in a bid to realize the regional administration on that is effective, efficient, and able to act collectively. One form of IGR is intergovernmental cooperation (Cooperation Intergovernmental-IGC). Then Cooperation between governments (IGC) using three approaches, namely law and administrative, community politics, and inter organizational politics for the purpose of public welfare. This objective can be achieved by using intergovernmental management (IGM) as function of the IGR with the aim of building a strong network of government through a system of solid tissue. This study aims to formulate a model of cooperation among local governments with the province of West Papua Raja Ampat, West Papua Province in Respect Program. This study used a qualitative approach with an explanatory research as a method of solving problems of this study. This study uses in depth interview techniques, observation and documents. Data were analyzed through the stages of data reduction, data presentation, deduction and verification. The results of this study indicate that the form of cooperation between the two levels of government made the sharing of funds directed to the five program activities, namely education, health, economy, infrastructure, and affirmative action. Output achieved during a period of Respect program can be implemented successfully concluded not because increasingly showing increasing levels of poverty in the district of Raja Ampat. The approach used by both levels of government in terms of the relations of cooperation in order to address poverty in Raja Ampat is the approach of the political community (Community of politics). The model used by the cooperative relationship between the two levels of government is a model of a Joint Service Agreement

Keywords: local government, cooperation among local governments

1 INTRODUCTION

In the current era of reform, the goal of the regional administration has remained the same is to realize the efficiency and effectiveness of service to the community based on the principles of good governance (Hoessein, 2009)[1]. According to Smith (1985)[2], there are three perspectives in view of local government that is liberal democracy (liberal democracy), economic Interpretation (economic interpretation), and the interpretation of Marxist (Marxist interpretation). According Hoessein (2009)[1], local governments in an era of reform continue to try to bring the spirit of efficiency and democracy, as stated in Law No.32 of 2004 on Regional Government.

Nothing the important things mentioned above, it can be concluded that the local government can be defined as a system of governance that is effective and efficient based on the characteristics of the area in order to realize the welfare of the community through service improvement, empowerment and community participation, as well as improving the competitiveness of the region with due regard to the principles of democracy, equity, and justice. In a study of inter-governmental cooperation in the area of poverty reduction in Raja Ampat basic thinking refers to the conceptual reasons mentioned above. Reality on the ground shows that the provision of goods and services provided by the local government is very prone to "disimplementation" and "disharmony" at the local government level. This is consistent with the view Dauda (2004)[3] that the inter-regional cooperation often result in disimplementation and harmonization at the regional level and very poor accountability (Keith, 2005)[4]. Relations between the government or the Intergovernmental Relations (IGR) into a compelling offer, both theoretically and practically, as an effort to realize the regional administration of an effective, efficient and able to act collectively. According to Anderson's (1960)[5], the relationship between governments or intergovernmental relations (IGR) is "an important body of activities or interactions occurring between governmental units of all types and levels". So the relationship between governments is any form of activity or interaction in volving governmental units in all forms or levels. While Edner (1976)[6] emphasize IGR approach that focuses in part on the location of decision making, on what basis, Whose values are being served, and the Consequences of Reviews those meaningful actions that inter governmental cooperation is not only focus on any activity or interaction between units of government, but also focus on the allocation decisions based on what, who is involved and the consequences of such actions. Program Plan for Village Development Strategy which was shortened to "Respect" is a program launched by the provincial government of West Papua since 2007 as an effort to accelerate the

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development in West Papua province in an effort to improve the welfare of society. Respect in the implementation of this program, the government of West Papua province and district in the entire West Papua including Raja Ampat with disburse annually varying magnitude. Special funding from the government of West Papua province a warded funds each year the number of 100 million per village were sourced from the special autonomy funds, and dedicated to the 97 villagers from 117 villages and 4 urban villages in Raja Ampat. While funding from the government side Raja Ampat his respect for the program is given a fund of 150 million dollars to 117 villages and 4 urban villages sourced from fund its budget. Based on the evaluation conducted by the National Bureau of Statistics show that up to now Raja Ampat since the program was launched still in the seventh of the nine districts in the province of West Papua as the population of the poorest districts. This suggests that the allocation of development funds provided each year by both the provincial and district government did not have a significant impact on the welfare of society. Facts empirical, normative and theoretical described above form the basis for the author to conduct research on the phenomena occurring in Raja Ampat, West Papua Province. To that end, this study aimed to formulate a model of cooperation among local governments with the province of West Papua Raja Ampat, West Papua Province in Respect Program.

2. RESEARCH METHODS

The location of this study in Raja Ampat. The study designed a qualitative approach to the type of naturalistic research. The key informant was the Governor of West Papua, the Regent of Raja Ampat, West Papua Provincial Secretary and Raja Ampat, The head of the planning and development of the province of West Papua, and planning and regional development agencies Raja Ampat, Head of West Papua Province Peoples Empowerment and King Ampat, Chairman of Commission B in charge of poverty reduction programs both at the provincial and district levels, community leaders, village implementation teams, beneficiaries of poverty reduction programs. Data was collected through in depth interviews, observation and document study. Analysis of data through interactive data analysis by Miles and Haberman is data collection, data reduction, the data display, and conclusion drawing or verification.

3. RESULTS

Looking at the implementation of the cooperation between levels of government in poverty alleviation programs in Raja Ampat can be inferred when some information related to matters of cooperation, reasons for collaboration, content collaboration, the effectiveness of the cooperation, the objective of the agreement. Departing from this information can then be determined model of cooperation that takes place is whether categorized as a joint service agreement, intergovernmental transfer service, the pattern of inter localism, hand sake agreement. Departing from the above description, it can be concluded that this form of cooperation between the provincial government of West Papua Raja Ampat district in the form of sharing of funds aimed at reducing poverty in Raja Ampat with various programs together. The total budget is disbursed each year both from the provincial and district government funds amounting to Rp. 250 million. Related to what is the reason for the partnership between the

provincial government of West Papua Raja Ampat, then from various exposure both from existing documents and key informants of the narrative can be concluded that the reason for such cooperation in the form of a program in order to occur Respect is equitable development in the province of west Papua, particularly the raja Ampat district community development. Besides this respect the program also aims to empower village communities to be more empowered and self-reliant in elevating and dignity of the people of Papua as exposure following key informants"... Surely the purpose of the program is to empower village people, it's definitely because of obviously the goal of poverty reduction, empowering villagers, the village community transport, making the people of the powerless become powerful. During this time the villagers considered incapable, poor, etc..." In order for the purpose of cooperation between the provincial government of West Papua Raja Ampat, the contents of the agreed cooperation between both levels of cooperation in the form of local equity participation in a joint effort between the district /city in the province that is facilitated by the governor. The question of how the effectiveness of the Respect program is certainly answer should refer to the objectives of this Respect program. A sex plained previously that the goal of the Respect program is to reduce poverty in Raja Ampat by focusing on the five forms of program that the education, health, economy, infrastructure and affirmative action for indigenous Papuans children. It is expected that the achievement of the objectives of the five areas of people of Papua will be independent so that people who have been empowered, empowered of under development and poverty. When referring to the value of the poverty level of the Central Bureau of Statistics West Papua Province namely from the year 2006-2012 shows that the Raja Ampat still ranks ninth out of twelve districts and cities in the province of West Papua. Even if the observed trend of poverty that exist in the district turns King continued to increase compared to the beginning of the Respect program is implemented. The conclusion that can be drawn from these facts is that the Respect program which has been on going since the year 2010 – 2013 is not effective.

4. DISCUSSION

In the context of this study, the model is basically a simplification of the actual reality which in turn is made in the form of images. Describing there lation ship model cooperation between the provincial government and the government of West Papua Raja Ampat is an over view of the forms of cooperation that has be end one, the reasons for cooperation, what the content of cooperation, how the effectiveness or output, the objective of the cooperation, the approach used as well as the constraints encountered in the implementation. Analyzing the process of cooperation based on the facts in the field show that cooperation takes the form of Respect program between the two levels of government are not effective or other wise notable to achieve the target to reduce the poverty rate is still low at the time the program starts. Failure in a program of inter-governmental cooperation is conceptually not supposed to happen when the principles of cooperation among government implemented either by means starting with the common understanding of the nature of the problems faced. So there is a consensus among governments that the problem is a real problem at hand and is part of the responsibility of both governments to be solved by cooperation. What happens in inter-governmental co-operation

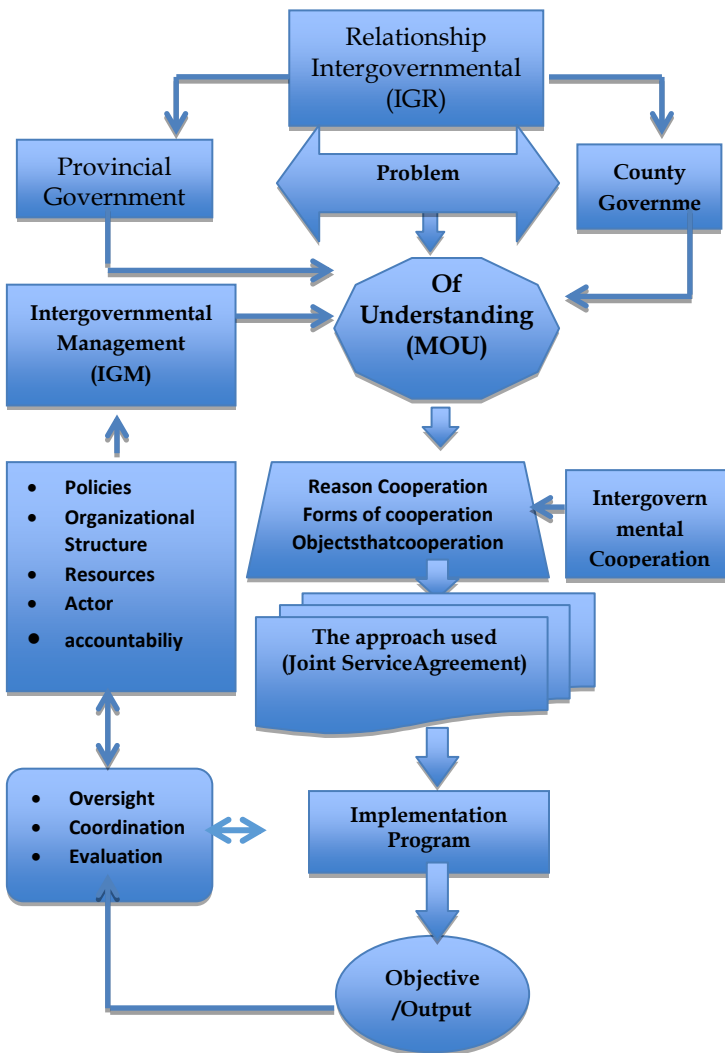
in the province of West Papua? reason for cooperation is built is correct but it is not merely a pure desire of the Government of West Papua province, but also with their political importance of the governor. In addition, there are also other reasons that political reasons, when the provincial government felt that the Respect program while it is still part of the national program of the National Program for Community Empowerment independently when the provincial government considers the National Program for Community Empowerment is too restrictive and does not even pro-public papuan. In the case in the context of the public service, political considerations as it should be ignored because of the principle of public service per se does not discriminate between members of the community with each other or the principle of "non-excludability". Judging from the contents of the cooperation that has defined the field of education, health, economy, infrastructure and affirmative action by the provincial government in its implementation does not become a program that is jointly handled but the District Government only focus on some of the programs of the five programs established by the government province. Selection of the top portion of the program not to be ugly, but in practice can cause a variety of problems. Various problem scan a rise, among others, the difficulty of measuring the achievements of the program, to supervise and coordinate to achieve the targets set. Especially compounded with the situation where the coordination and oversight mechanisms do differ because of different program focus, so the impact on the emergence of difficulties both in terms of the institution responsible for the provincial level and at the district level. The absence of institutions that actually is responsible for the implementation of programs and institutions that have the authority to coordinate the entire program, both in financing from the provincial and the districtis notable to make the program as a positive contribution to the alleviation of poverty. Responsibility at the provincial level that the Finance and Management Agency Regional Assets while the district level under the coordination of Village Community Empowerment Board. Both bodies, in reality there is no coordination and accountability mechanisms. The reason as to why the provincial government to use the funds sharing of Rp.150million per year, and why the district is only Rp. 100 million also unclear, because each has its own considerations that should be in a partner ship agreement all have reason to be mutually agreed. Because it should focus and the type of program and the type of cooperation has a different focus between provinces and districts. Institution that is authorized both at the provincial and district levels should be the same and always refers to a pre-agreed mechanism. Another important aspect of concern in any inter-governmental cooperation is like what approach is used. When analyzing the reality of the cooperation between the government has been practiced, it can be concluded that the approach used is closer approach of the political community. Approach political community in question in this research is that there are similarities with the approach proposed by Smith (1985)[2], but the principles are not exactly the same. When listened to in the form of such cooperation are governmental affairs which has been divided out, and all levels of government clearly has its own political community in the sense of political forces in the lower level of the program that can help in every area of the program. Intergovernmental cooperation approach used should be able to choose one of the approaches that are relevant to the needs of each area and considering the

purpose and form of such cooperation. In regard to the approach practiced cooperation between the two levels of the government or should really consistently applying the basic principles of the approach of the political community as a view Smith (1985)[2]. Recent reviews of the whole set of descriptions of intergovernmental cooperation, especially in the context of the provincial government and the government of West Papua Raja Ampat is what model of cooperation between their governments. Only three choices when referring to the opinion of Henry (2004)[7], namely 1) the joint service agreement; 2) intergovernmental transfers; and 3) the pattern of interlocalism. After analyzing the process of the agreement made between the Government and the Government of the Province of West Papua Raja Ampat categorized as the same model of cooperation with a joint service agreement, because they are created through the cooperation model cooperation agreement particularly where the services performed to carry out the functions of planning, budgeting and service delivery of certain to the public in the form of education, health, economic empowerment, infrastructure and affirmative action. Not is categorized as a model of intergovernmental cooperation in the joint transfer for a permanent transfer of responsibility from one region to another does not occur. Like wise, the agreement made between the two levels of government can not be categorized as a model of cooperation pattern of interlocalism, because the Raja Ampat district does not pay the provincial government to implement the program provided by the provincial government. What happens is that the fund sharing where each rule gives a number of the respective bud get allocations to finance programs agreed upon. Based on the analysis of the whole series of intergovernmental cooperation with the Government of the Province of West Papua Raja Ampat, then while the alternative model (recommendation) resulting from this research in providing solutions to the various problems faced by both levels of government in the form of the model. To create a model of cooperation among government should begin with the common perception of the real problems faced by the government shared between the provincial and district level. The similarity of the perception of the problems encountered has taken the form of understanding. At this stage of intergovernmental cooperation has been carried out (intergovernmental relation) by two different levels of government (provincial and district). Mutual understanding must be followed up with a start designing mechanisms and ways of cooperation carried out (Intergovernmental Management/IGM) where in it has to be agreed as to what the policy underlying the cooperation, what resources were used in cooperation undertaken (share fund), who acts as a leader in the cooperation program (actor executor) and how the composition of the personnel involved, how the accountability mechanisms of the program, and how the conflict resolution mechanism in the event of the implementation of the program. Mechanisms and ways of cooperation that will be directed into the reasons for cooperation, forms of cooperation (cooperation fields), and objects that cooperated. Overall these measures make it clear to the parties concerned as to what approach is used in the context of cooperation that they do. In addition, measures of cooperation that has been done to the conclusion model of cooperation as agreed. Prior to the implementation stage also needs to be drawn concerning how the monitoring mechanism, the mechanism of coordination between units/persons involved in the collaboration, as well as

how the mechanism and measuring instruments used in assessing program achievement Tertiary (output). Recommendation Model Intergovernmental Cooperation Relations Province of West Papua and Raja Ampat In Respect Program

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5. CONCLUSIONS AND RECOMMENDATIONS

Based on the findings and discussion can be concluded that the model used by the cooperative relationship between the two levels of government in order to alleviation of poverty is still high in Raja Ampat is a model of "joint Service Agreement". Research Implications. Firstly, the theoretical implications of the study is a model of cooperation agreed upon based on the idea more or motivated by political interests and the actual conditions experienced by both governments. Second, the methodological implications of this research still requires a quantitative approach to assess the overall other aspects that are not revealed in this study. In addition, various aspects related to how the exact formulation for each form of cooperation among local governments in Indonesia. Third, the implications of the practical cooperation models are done planning methods require important program areas together so that there is no overlap of program activities, budget planning For Each area of activity that does not occur in the financing efficiency of Each program activity, and service delivery of Each area of the program that has been agreed