CIVIL SOCIETY EMPOWERMENT AND THE ROLE OF INTERNATIONAL DONOR
A CASE STUDY OF JAYAWIJAYA DISTRICT, PAPUA , INDONESIA

by

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Abstract

Globalization has entered the third world and developing countries by its transformation in politics, economy, and social changes. Democratization as part of political, economy, and social changes, has influence Indonesia and also Papua Province. Nine years after Special autonomy implemented in Papua Province, the area still in a chronic situation such as poverty, corruption and bad public services. United Nations for Democratic Fund (UNDEF) an international Donor have given its special attention on Jayawijaya District of Papua Provinces, through Center for Strategic and International Studies (CSIS) Jakarta in its project named "Empowering Civil Society Towards Participatory Governance" supported Jayawijaya Brotherhood Forum (Forum Persaudaraan Jayawijaya =FPJ) to enhance civil society empowerment. Undef as International donor played an important role in enhancing civil society empowerment, and strengthen democracy and public participation. However, International Donors should give attention on sustainability of the programs in targeted groups and areas.

I. Introduction

I.1 . Background

Globalization has invariably influenced and transformed political, economic, and social in many countries (Burbach, 2001; Heap, 2008). Globalization also has drives the democratization for the third world and developing countries. For Indonesia, Kumorotomo (2007) recorded that the wave of democratization started with the Reformasi Move, which pressured President Soeharto to step down in May 1998. with the President Soeharto resignation in Mei 1998, the decentralization arose immediately. By the strong call for democratization and decentralization in almost all regions in the country, Perkasa (2008) recorded that decentralization appears to be a strategic policy.

Decentralization in Indonesia took a big step forward during Habibie's presidency with the enactment of Law No. 22 of 1999 on Regional Government Administration and Law No. 25 of 1999 on Balanced Budget between Central and Regional Governments. Significant changes were

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introduced with these two laws. Indonesia has been implementing decentralization policy for more than a decade since 1999 (Mutiarin, 2007). The enactment of Law No. 22 of 1999 and Law No 25 of 1999 on had been revised by Law No 32 of 2004 on Regional administration and Law No 33 of 2004 on Fiscal Balance Between The Central Government And The Regional Governments, opened a more democratic system of government.

The empirical implementation of decentralization found that more facts exposed issues of growing corruption and collusion, more widespread multidimensional conflicts, and ethnic and regional identity revival. The case of Putra Daerah (son of the region). has become the embryo for the rise of primordialism which to some degree has led to conflicts in some regions. Decentralization in a poverty stricken and prone conflict island of Papua was also an issue.

I.2. Problem statement

The political decision taken by the Indonesian government which involved the enactment of Act No 21/2001 on special regional autonomy for Papua opened a new chapter in the region's political life which is underpinned by the goal of enhancing the welfare of the society. Decentralization in Papua is known with Special Autonomy was implemented in 2001.

Nine years since the implementation of the special regional autonomy Act for Papua, there is yet no evidence of breakthroughs in development policies and governance for the benefit of the population. Perkasa (2008) recorded that no significant progress has emerged in Papua as far as social-cultural, political and economic dimensions are taken into the assessment. Centre for Strategic and International Studies (CSIS) was concerned to empower civil society empowering in Jayawijaya District, Papua in order to enhance Good Governance.

The province remains one of the poorest in Indonesia in terms of its human development. The efforts to empower civil empowerment to curb the social inequality is crucial to improving Jayawijaya prosperity. UNDEF as an international donor was therefore strategic.

I.3. Goals

The research titled "Empowering Civil Society Towards Participatory Governance" was sponsored by United Nations for Democracy Fund (UNDEF) during 2007-2008, and had been done in Jayawijaya District of Papua Province, Indonesia by CSIS. On this project, CSIS develop a civil society group named Jayawijaya Brotherhood Forum (Forum Persaudaraan Jayawijaya =FPJ).This research goals is to empower empower civil society in Jayawijaya District of Papua Province towards Good Governance. Problems in Papua has brought international attention.

1.4. Aim

This paper aim to empowerment civil society towards participatory governance in Jayawijaya District of Papua. This research examined the governance practices and local patterns of authority and leadership that promote the development of good governance.

II. Metodology

II.1. Design

The research was qualitative in nature. The qualitative method was using in this research due to the aim of the research. In this research CSIS has explored the primary data and secondary data. The data was gathered through observations, expert meeting, small group discussion, consultative meeting, training, workshop, in-depth interviews and Focus Group Discussions. The secondary data was obtained through library research. Most of the data relates on special autonomy issue in Papua and especially in Jayawijaya. The research focusing on civil society empowerment through FPJ. The intervention to empower FPJ was done by a set of qualitative strategy such as, Knowledge Base Building, Capacity Building, Socialization, and Advocacy to target group on the role of civil society, good governance, local finance, transparency, accountability and public participation.

II.2. Material

The materials in this project consist of primary data and secondary data which related to civil society, civil engagement, local government, and the role of private sector. Such materials was drawn to the themes of : Empowering Civil Society Group to Promote Participatory Governance in Jayawijaya, Promoting Participatory Governance from the Perspective of FPJ and Local Government , Participatory Governance in Jayawijaya: Transparency, Participation and Budgeting Dimensions, The Creation of Academic Paper on Transparency, Participation and Accountability, The Creation of Good Governance Score Card, The Existence of Public Hearing Mechanism, The Urgency to Promote Good Governance in Papua: Dynamics, Collaboration and Leadership Culture

II.3. Method

This research using participatory research. It was to gain more effective result of the research. The key element of participatory research is research through collaboration, education and action. In participatory research, the most important issue is not the outcome but the process

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which leads to the outcome. In this research CSIS directly guided FPJ through capacity building on empowering civil society. CSIS also gave space for the people in the FPJ to articulate their needs.

II.4. Instruments

The instrument of this research consist of : knowledge base building on the role of civil society, capacity building on good governance, good governance score card, academic draft on Transparency, Accountability, and Participation, and the public hearing initiative.

II.5. Technique of data analysis

The research, designed to empower civil society as target group in this research. The theme of good or participatory governance is a major issue in Papua. Therefore, it has attracted the interest of the target groups to participate in this project with the aim to make changes in the promotion of participatory governance in Jayawijaya, Papua. Knowing that the target groups are heterogenic in character, status, and social background , this research using the qualitative data analysis. The qualitative data analysis in this research using mix methods of vary techniques such as deep observation, deep interview, conceptualizing the literature, triangulation technique, focus group discussion and need assessment technique. The using of mix analysis methods aimed to keep in line between the aims, the donor missions, the implementing agency and the target group to maintain the effectiveness, the relevance and the sustainability of the outcome of the project.

III. Result and Discussion

II.1. Result

Civil society in Jayawijaya in has to deal with the weak governance condition such as inequalities, corruption, lack of transparancy , accountabilty and participation, poverty, and poor public services. CSIS discovered the weak civil society rooted on weak governance. Weak governance has been identified as significant factor that have caused the poor implementation of Special Autonomy. Perkasa (2006) recorded with weak governance (a) there is no clear society representation in policy making processes; (b) there is also lack of information access on government policies and activities to the public; and (c) there is no efficient, open, and accountable government.

Under decentralization and Special Autonomy, tribal leaders in Jayawijaya are vying for positions in the modern bureaucracy. Ironically, the elected formal leaders are engaged in traditional politics. In most cases of tribal wars, cycles of revenge and hatred are dragged into the politics of modern governance. The influence of this is evident in inefficient bureaucracy, corruption, nepotism and ineffective governance. Therefore, it is crucial to highlight the traditional patterns of behavior, patterns of exercising power and patterns of leadership which might manifest in the modern governance system.

Furthermore, the very rapid social change since the first contact just a half a century ago has manifested itself in what might be described as 'culture shock', 'culture distortion', and 'culture contamination'. Some of this transformation has manifested itself in ways leadership has developed in a local government system, which has had access to greatly increased revenues through Special Autonomy. There has been some erosion of traditional values, for example 'deliberation' (musyawarah) is currently used to secure personal or group interests for economic objectives. In addition, senior government officials have had access resources that have enabled more luxurious and hedonist life styles, which in turn have changed the relations between government and the community. Finally, weak governance in Papua is the contribution from the non-existence of synergy between local government, NGOs and the business community to support democracy and good governance.

In addition, simultaneous engagement of CSO and local government that were facilitated by CSIS was a crucial agenda for the success of this program. Trust building between the two parties has been initiated. This was the ultimate goal of the project and have been achieve by making special approach to both sides and convinced them that Participatory Governance is a program for 'reconciliation', for fostering progress and development of the society in Jayawijaya and not to sustain suspicions and distrust. In addition, CSIS also stressed that its interventions have no political motive or purposes.

By observing the condition in Jayawijaya as far as the friction between CSO and local government was concern, CSIS saw the importance to conduct balance interventions: to CSO and also local government (Training and Workshop). CSIS have also attempted to conduct interventions which involved both parties simultaneously (Academic Paper, Good Governance Score Card). These strategies were efforts to reduce or even eliminate suspicion and distrust

between the two parties. To add, every intervention was also based on local wisdom and local context.

Finally, continuous efforts to build the self-confident among target groups on their capability to bring about 'changes' in the society through this project interventions as means to an end has also served to establish a more conducive social and political environment in the long run as far as human resource development is concern. Despite the complexity of the condition in Jayawijaya, CSIS have learned that it was always crucial to have simultaneous engagement with civil society group and local government in Jayawijaya that may serve to circumvent any outbreak of hostility and preserves conducive environment to run this project. To be more specific, this engagement is the best line of defence for the lasting peace, prosperity and freedom of the people of Jayawijaya.

III.2. Discussion

The strength of this project lies in capacity building and transfer of knowledge on how to promote participatory governance in Jayawijaya Papua to FPJ, which was supported by UNDEF. In this case the project intervention to promote participatory governance seems to be strategic in some way. In addition, UNDEF in line with CSIS's project intervention, was strategically implemented since the theme of civil society empowerment within good governance has become a catchword during the Jayawijaya's District Head election campaign.

FPJ represent a group of Civil society which is consist of local notable leader, indigenous people, women, civil servant, private sector and also vulnerable group. For good governance transformation, civil society could be seen as a tools to transform the democratization. A common way to understand transformation toward democracy is to observe the interaction between the state and civil society. This conceptual framework is based on the assumption that when civil society is relatively strong vis-à-vis the state, democracy prevails. However, when the state is strong and civil society weak, democracy fails (Budiman, 1990). Therefore, democratisation is understood as a process of strengthening civil society. The concept of civil society is inextricably related to the question of human rights and civil liberties. Civil society's power is conceived in opposition to the state's power.

Another concept of civil society, however, argues that the state and civil society do not always oppose each other. Civil society can be thought of as one of the two fundamental

elements of contemporary governance (UNDP, 1996). One element is represented by the basic institutions of governance, which include the executive, legislative, judicial and regulatory agencies at all levels of governments. These institutions, which are in essence the principal organs of government, are responsible for the making of public policy, its implementation and its monitoring. The other element is the environment within which these organisations function, referred to as civil society. It includes all forms of citizen initiated political action, from the individual local residents to the organising of large numbers of individual citizens into mass organisations of modern society – political parties, associations of business people and workers, various single and multiple issue focused groups and other organisations and agencies which exist in between and seek to influence political and policy-making processes. Therefore, civil society includes the news media, unions, local neighbourhood organisations, parent-teacher associations, private sector bodies and an endless array of formal and informal organisations outside the public realm, including the so-called non-governmental organisations (NGOs).

The formation of civil society (Bakti, 2000; Yamamoto, 1995) usually refers to the activities of the NGOs (Non-Governmental Organisations). If we define NGO as a well-established non-profit organisations engaged in societal development, it appears that there is no NGO based in any of the four villages. In Indonesia, most of the people refer to the NGO as LSM (*Lembaga Swadaya Masyarakat*, Community Self-Reliant Institutions) or LPSM (*Lembaga Pengembangan Swadaya Masyarakat*, Institutions for Community Self-Reliant Development).

Nevertheless, whichever conceptual term is used for civil society, one thing is common: strengthening civil society is understood as a prerequisite for political development or for the quest toward democracy. A vibrant civil society is a critical precondition for more equitable, democratic, pluralistic and humane governance. In modern life where the people's needs have become varied and complex, it is almost impossible to think of the option to place all public affairs in the hands of the state. Reinforcing and empowering civil society has become a common strategy for democratisation in many countries. In the context of political transition in Asia, it is also believed that empowering civil society is an important condition in consolidating democracy (Linz & Stepan, 1996 ; Masdar, 2002).

The aforementioned elements are all the key features that have been contributed to the process of FPJ empowerment in the district of Jayawijaya. It appears that the donors play an

important role along this process. UNDEF and CSIS carried out the intervention of capacity building for FPJ as target groups. This project has served as the embryo to achieve such aims :

a. Government awareness and knowledge on governance values and issues

b. Government is open on its local budgeting process and FPJ is aware of the process

c. Government conducts public consultation in decision making process

d. Government provides transparency by making all of its documents available to the public

e. FPJ awareness and knowledge on governance values and issues

f. FPJ possess a greater understanding of budgetary process and is able to demand greater transparency

g. FPJ acts as an effective channel to advocate social aspirations for pro-poor budgeting

h. FPJ is capable to asses government's performance through Good Governance Scorecard.

UNDEF has a significant role to push CSIS supporting FPJ to the promotion of participatory governance. The society has learned that no government staff and even the district head (Bupati) could be immune to prosecution if they have violated the law. In addition, the society has become more educated and critical to the working of the government system. The target groups have increase knowledge and capacity to promote participatory governance. Through this project, the society has become more critical to asses and observed the working of the governance system and took initiative to promote changes. The project has also established civic engagement between local government and civil society organizations in the promotion of participatory governance. It is obvious enough that project related to good governance (as this project covers) is strategically important in Papua, an island which has been characterized by weak and downright awful governance.

IV. Conclusion

The bottom line is that International donor (UNDEF in this project) played an important role in enhancing civil society empowerment, and strengthen democracy and public participation in Jayawijaya through its implementing agency CSIS and target group FPJ. Donor's role could be seen as contribution of a larger programmed to develop Jayawijaya and Papua Province at large. Donor's role also important for governance synergy and initiatives to enhance civil society empowerment. However, it needs a sustainability of the program which has been conducted in targeted area as is difficult to transform strong civil society towards good

governance in a short time, particularly if that change involves laying a strong foundation for the establishment of a civil society. Donors should give more attention and space to the NGO which is concern on their goals and policies.

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