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The Dynamics of Special Autonomy as the Indonesian Government's Negotiation Approach in Responding to the Papua Conflict

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Abstrak

Penentuan Pendapat Rakyat (Pepera) tahun 1969 tidak serta-merta mengakhiri konflik dan perlawanan yang berlangsung di Papua. Masalah terkait ketidakadilan, kesenjangan sosial-ekonomi, dan diskriminasi hukum terus muncul ke permukaan. Situasi menjadi semakin kompleks dengan munculnya gerakan separatis di bawah Organisasi Papua Merdeka (OPM) yang melawan pemerintah. Setelah pendekatan militer yang represif dianggap kurang efektif dalam menangani konflik, pemerintah mengadopsi pendekatan diplomasi damai. Pendekatan ini diwujudkan melalui kebijakan Otonomi Khusus yang diatur dalam Undang-Undang No. 21/2001 dan perubahannya, Undang-Undang No. 35/2008. Namun, undang-undang yang mulai berlaku sejak tahun 2001 ini belum sepenuhnya mencapai tujuan mendasarnya, yaitu membangun kembali kepercayaan publik dan menyelesaikan permasalahan di Papua. Penelitian ini menggunakan metodologi kualitatif sebagai alat untuk menjawab tujuan penelitian mengenai dinamika pelaksanaan Otonomi Khusus di Papua. Melalui pendekatan strategi dan taktik negosiasi dari Pruitt dan Carnevale, penelitian ini menemukan bahwa kerangka kerja otonomi khusus merupakan salah satu strategi negosiasi pemerintah Indonesia dalam merespons konflik Papua. Komitmen pemerintah terhadap pembangunan mulai dari pendidikan dan infrastruktur hingga upaya perlindungan menjadi solusi integratif untuk mengatasi konflik dari akarnya.

Kata kunci: Konflik, Negosiasi, Spesial Otonomi, Papua

Abstract

The 1969 Act of Free Choice (Pepera) did not automatically bring an end to conflict and resistance in Papua. Issues related to injustice, socio-economic disparities, and legal discrimination have continued to surface. The situation became increasingly complex with the emergence of separatist movements under the Free Papua Organization (Organisasi Papua Merdeka, OPM), which opposed the government. After the repressive military approach proved to be ineffective in resolving the conflict, the government adopted a peaceful diplomatic strategy. This shift was embodied in the Special Autonomy policy, stipulated in Law No. 21/2001 and its amendment, Law No. 35/2008. However, since its implementation in 2001, this legislation has not fully achieved its fundamental objectivesnamely, rebuilding public trust and addressing the core issues in Papua. This study employs a qualitative methodology to examine the dynamics of Special Autonomy implementation in Papua. Utilizing the negotiation strategies and tactics framework developed by Pruitt and Carnevale, the research finds that the Special Autonomy framework serves as one of the Indonesian government's negotiation strategies in responding to the Papua conflict. The government's commitment to development ranging from education and infrastructure to protection efforts constitutes an integrative solution aimed at addressing the conflict at its roots.

Key words*: Conflict, Negotiations, Special Autonomy, Papua*

INTRODUCTION

The year 1998 marked a pivotal moment in the development of democracy in Indonesia. Driven by a range of crises and controversies—including an economic crisis, widespread corruption, and human rights violations—a collective social movement emerged that successfully brought an end to the New Order regime and ushered in the Reform Era (Poti & Ahmad, 2025). In addition to opening democratic space, the Reform Era was characterized by a series of changes to the governmental and political structure. One significant change was legal reform, including the revision of laws that had previously restricted civil liberties and press freedom. Another major agenda of the Reform Era was the implementation of decentralization and the recognition of regional diversity. This was realized through the granting of special autonomy status to several regions in Indonesia that possess distinct historical, political, or cultural contexts, namely Aceh, Yogyakarta, and Papua (Negara & Hutchinson, 2021).

Special autonomy became one of the post-Reform Era's political instruments for managing diversity and strengthening national integration in a more equitable and participatory manner. It also aimed to ensure representation and the rights of indigenous or local communities, as well as to accelerate development by delegating broader authority to regional governments. In Aceh, special autonomy was granted as a form of recognition and respect for the implementation of Islamic law and local governance systems. In Yogyakarta, it was based on the region's special status rooted in its historical contributions to the founding of the nation. Meanwhile, in Papua, aside from addressing development disparities, the granting of special autonomy was also intended as a strategy to respond to demands for independence (Rabasa & Chalk, 2001).

The term Papua first appeared in the Malay dictionary by William Marsden in 1812. With an area of 316,553.07 km2, Papua is known for its rich natural resources and the diversity of its ethnic traditions (Papua, 2020). However, the beauty of nature and the richness of natural resources cannot cover the series of incidents of conflict and violence that have occurred. The conflict that occurred in Papua is not new in the discussion, both in the national and international sphere. Tensions started in 1961 when the Dutch took the initiative to separate West Papua from Indonesian territory. At that time, the President of Indonesia, Soekarno, opposed the initiative. This issue was later discussed at the UN forum, with the result that the Netherlands took a stand to go out and thwart its initiative. Papua was again handed over to Indonesia on condition that it allowed the Papuan people to make a decision or a referendum. The decision of opinion in 1969 then legalized the choice of the Papuan people to remain in the Indonesian environment (Elisabeth, 2017).

In practice, the referendum has not entirely resolved the conflict. The justification of historical issues related to integration in 1960 also became one of the increasing tensions in Papua at that time (FLJS, 2016, p. 2). Several community groups questioned the implementation of the People's Opinion Determination (PEPERA). The public thinks that the Indonesian government has manipulated the referendum process and its results (CNN Indonesia, 2019). Several demands related to injustice, socio-economic gaps and legal discrimination then surfaced, triggering the conflict again. This issue is slowly eroding the nationalism of Papuan community groups. In 1963 the Saparatism movement on behalf of the Free Papua Organization (OPM) was present to carry out armed resistance, vandalism, taking hostages and raising the West Papua flag by the Arfak tribe in various regions. OPM itself consists of three elements, including armed groups, groups that carry out demonstrations and protests and small groups based abroad (Yeimo, 2020).

The OPM structure has two main factions based in Jayapura and Manokwari. Although there had been divisions within the OPM military faction due to differences in political orientation, the OPM continued to carry out a series of rebellions against the Indonesian government and even raised international support. Behind the issue of injustice in development, socio-economic gaps and referendum manipulation, OPM demands to separate from the Republic of Indonesia. Rebellions were carried out sporadically under different leaders. The OPM carried out attacks in several sectors and areas, such as attacks during the Prasetya Oath Flag Ceremony, attacks on

ABRI posts in 1978, hostage-taking by government officials and other demonstrations. The attack succeeded in disrupting the stability of Indonesia's security. The government then responded to the resistance movement with repressive military action. Several military operations were carried out to stop the separatist movement directly. In practice, the government's response has resulted in new conflicts with demands for human rights violations (Mishael, 2016, pp. 4-6).

The collapse of the New Order revived the spirit to organize a more democratic system of government and law in Indonesia. The strategy of the Indonesian government has also experienced a shift in responding to the conflict from previously emphasizing repressive military action, now more towards a diplomatic approach. Given that the emergence of the separatist movement was due to demands related to issues of social, economic gaps, legal injustice and development, the Indonesian government then drafted a law about granting special autonomy. This policy provides an opportunity for the Papuan people to develop the administration of their territory and improve the welfare of their people following the obligations and rights of Indonesian citizens, while still respecting the fundamental values of the indigenous Papuan people. UU no. 21 of 2001 marks a noble agreement to resolve the prolonged conflict in Papua. The issue of the law is also considered a middle way. It includes the main dimensions expected by the Papuan people, including the protection and empowerment of the identity rights of indigenous Papuans, the settlement of human rights and the arrangement of aspects of development and social life (Tosiks, 2016).

However, after the reformation and the implementation of the particular autonomy policy, the OPM is still fighting back. The resistance no longer focuses on using weapons but also uses diplomatic tactics. OPM focuses on demands on the economic and welfare aspects (Febrianti, 2019, p. 100). Other groups of people think that the particular autonomy policy has not brought significant changes. BPS data for 2010 still shows that Papua is the poorest province in Indonesia. Education participation is in the 33rd position out of 33 areas in Indonesia. One of the factors is the limited teaching team and infrastructure. This, in turn, has an impact on the human development index, which again puts Papua at its lowest position. Demonstrations spike also occurred, the existence of initiatives to separate themselves from the Republic of Indonesia is still there (Bhakti, 2012, pp. 3-7).

Meanwhile, on the other hand, the response of the Indonesian government is still the same. The government emphasizes that it continues to maintain the particular autonomy policy as a welfare approach in resolving the Papuan conflict. Therefore, through the following research, the author will describe the process taken by the Indonesian government in solving the Papua problem, primarily through the Special autonomy policy. This study focuses on examining special autonomy as one of the tactical and strategic instruments in negotiating responses to demands for independence and the ongoing social conflict in Papua.

METHODOLOGY

This research implements a qualitative research method that involves data collection and analysis techniques relying on non-numeric artifacts and focuses on a deep understanding of social phenomena or events. This method is used because it encompasses various techniques and provides a comprehensive framework to explore the meanings, experiences, and perspectives of individuals or groups in specific contexts (Lamont, 2021). The data collection method in this research focuses on secondary data collection, with sources including scientific journals, scholarly articles, books, and current news. The sources include the book Negotiation in Social Conflict by the University of Michigan Open University Press to support the theoretical framework of the study, Research Methods in International Relations published by SAGE Publications Ltd. as a reference for research methodology, reports from BAPPENAS and the Indonesian House of Representatives (DPR RI) for data related to special autonomy, as well as national news outlets such as CNN Indonesia, which provide up-to-date information on special autonomy and the situation in Papua. The author selects this method because it aligns with the nature of qualitative research, which does not require numerical calculations.

To ensure the credibility of the research, the author gathers data from books, academic journal articles that are accountable, and official government websites whose validity can be confirmed. These sources include the BAPPENAS website, bpk.go.id, www.mkri.id, and news portals that provide information on Papua issues and special autonomy. The first step in this research is to search for and identify data from available secondary sources related to the conflict and Papua Special Autonomy. This data is then collected and curated before being analyzed in depth using the Strategy and Tactics of Negotiation approach. This approach is chosen due to its relevance to the research indicators, enabling the researcher to identify the Indonesian government's approach in responding to the Papua conflict through Special Autonomy.

THEORETICAL FRAMEWORK

In analyzing the Indonesian government's efforts to resolve the Papuan conflict, the author uses the Strategies and tactics in Negotiation approach by Pruit and Carnavale. Pruit and Carnavale explained that negotiation is a procedure carried out to resolve different options for each party to have. Pruitt emphasized that bargaining is a process to achieve specific goals, which involves the art of persuasion. Pruitt and Carnavale further explained that there are five strategies and tactics that are usually used in the negotiation process. Includes, Concession Making, Contending, Problem Solving, Inaction and Withdrawal (Pruitt, 1993).

In discussing the case of negotiations by the Indonesian government in resolving the Papua conflict, the author will focus on the strategies and tactics of Contending and Problem Solving. Contending is a strategy carried out in which the negotiating party persuades the other party to accommodate their interests. Tactics that can be used in contending include threats, harassment, positional commitment or persuasive arguments. Meanwhile, Problem Solving is a strategy in which the negotiating parties try to find other solutions or adopt other options that satisfy the interests of both parties (win-win solutions). In the problem-solving strategy, problem-solving can be done by cooperating so that the problem solving that exists from both parties can be legally accepted. In the problem-solving approach, three forms can be used to achieve a win-win solution, including Expanding the pie, Exchanging concessions and solving underlying concerns (Pruitt, 1993, pp. 30-36).

Next Pruitt and Carnavale explain three tactics commonly used to achieve win-win solutions in a problem-solving approach. Among them are Expanding the Pie, Exchanging concessions and solving underlying concerns. However, in this study, the authors only focus on the tactics of Expanding the pie. Expanding the pie is carried out by increasing the available resources so that parties get what they want by identifying added value or developing what the parties wish to and interests

First, the tactic of expanding the pie is carried out by increasing the available resources so that parties get what they want by identifying added value or developing what the parties wish to and interests, Second, Exchanging concessions by issuing concessions on different issues. Where each party produces cases with low priority for themselves and a high priority for other parties. Third, solving underlying concerns, namely by looking for the underlying problems of each party. This method is also used by third parties who participate in a situation that occurs. The nature of underlying concern can include refocusing questions, activating information about the other parties concern and making promises (Pruitt, 1993, pp. 36-40).

LITERATURE REVIEW

Several studies discuss the causes and how the Indonesian government approaches to resolving the Papua conflict. The first research entitled Menemukan akar masalah dan solusi atas konflik Papua: Supenkah? by Ikrar Nusa Bhakti and Natalius Pigay. This paper describes and analyzes the root causes and solutions of conflict in Papua. The author describes the grim social and economic conditions in Papua. The conflict that has occurred since 1963 has been caused by several aspects, including military intervention, the traumatic and socio-economic situation in Papua, which has led to the emergence of Papuan scepticism towards the Indonesian

government. The writer at the end of the article expresses his view that the answer to the frustration and disappointment of the Papuan people is not by placing hundreds of military in their territory, but by improving socio-economic conditions (Bhakti, 2012).

Regarding the causes of the conflict, a study entitled Political and Constitutional Conflict in West Papua Region of Indonesia was continued. This paper analyzes whether Papua will become an independent state based on the principles of the 1962 New York Agreement on the Act of Free Choice. Since West Papua returned to Indonesia, the Papuan people have been victims of severe human rights violations. The author also explained the factors that caused the conflict, one of which was the military's fatal intervention which had caused human rights violations and oppressed the Papuan people. The author also shares his views on Special Autonomy as a new route for the Indonesian government's approach to Papua. The next article is still focused on related discussions (FLJS, 2016).

Next, several writings provide views on the Indonesian government's efforts to resolve the Papua conflict. The first article entitled The Papua conflict: Jakarta's perceptions and policies by Richard Chauvel and Ikrar Nusa Bhankti discuss the development of attitudes and policies of the Indonesian people towards Papua from the preparation for independence until now. The author says that the issue of Papua has become an integral part of the Indonesian state since the proclamation of independence. Special autonomy is a policy response from the weak and insecure government to demands for Papuan independence. The granting of special autonomy is specifically related to the aim of strengthening national integrity in a unitary state. However, through special autonomy, the government is still considered successful in reaffirming its authority since August 200 and showing the capacity and determination to defend the sovereignty of the country (Chauvel, 2004).

The second study entitled Indonesian Government approaches and policies for resolving Papua conflict by Payiz Zawahir Muntaha. Papua is a beautiful area with abundant natural resources, but an escalation of conflict often occurs in this region. The Papuan conflict is problematic because it involves elements of identity, ethnicity, race and nationalism. This journal explains in detail the causes of conflict in Papua and how the Indonesian government approaches to resolving disputes. By using qualitative methods through explanatory, descriptive mapping, the writer explores the strategic dimensions of the Indonesian government from a military approach to a more humane approach through several policies, one of which is Special Autonomy and Divestment of PT. Freeport Share (Muntaha, 2019).

The last article, The implementation of special autonomy in West Papua, Indonesia problems and recommendations by Muhammad Yusran Halmin. This research begins with the argument that the situation in Papua is rooted in the issue of integration which some experts think is unacceptable. The public believes that the Indonesian government has manipulated the self-determination process and its results. This was then exacerbated by government policies that focused on using a security approach in resolving conflicts. The author then described the Special Autonomy Bill in 2001. Law no. Most of these 21 contents were designed directly by the Papuan people. However, the implementation was not as expected. Several points were not implemented, coupled with the issue of violating statutory provisions (Halmin, 2006).

Some of the research above has provided an overview of the causes of the conflict and the efforts made by the Indonesian government to respond to the conflict. However, none of the existing research has specifically analyzed the existence of Special Autonomy as one of the Indonesian government’s negotiation approaches in responding to the conflict in Papua. Therefore, this study will focus on analyzing the details of the government’s specific efforts in the Special Autonomy policy using the negotiation strategy and tactics approach by Pruitt and Carnevale.

RESULT AND DISCUSSION

From Contending to Problem Solving

The conflict between Papua and the Indonesian government began with clashes between

factions within the OPM organization and conflicts between the OPM and community groups in Papua itself. In the early stages of the conflict, the Indonesian government acted as a third party, managing disputes between these groups. Divisions within the OPM's military faction, driven by differences in political orientation, led to internal splits that subsequently weakened the OPM's military strength. The Indonesian government and ABRI successfully suppressed the rebellion. The Indonesian government considers the OPM's actions an attempt at separatism that violates the laws of sovereignty (Muntaha, 2019, pp. 127-128).

During the period of the OPM separatist movement, it can be seen that the tactics used by the government led to a confrontational strategy. Based on Chapter 1 of the second book *Crime, the Criminal Code*, it is explained that the act of rebellion, according to Article 108, is classified as a crime against state security, while the separatist movement, according to Article 106, is considered an act of attempted treason. Therefore, the government's tactics involved threats and harassment through repressive military actions. Armed resistance took place between ABRI and OPM through several military operations. The government designated Papua as a Military Operation Area (DOM), deploying thousands of soldiers to maintain security and stability. One of the military operations conducted by ABRI was Operation Sadar. This operation was launched in response to OPM's activities, aiming to dismantle separatist groups based in resistance strongholds. Military attacks were carried out with the deployment of large numbers of troops, supported by Bronco bombers and armed helicopters (Rahab, 2016, hal. 9-12).

The government took repressive actions to reduce and stop resistance by the separatist movement groups. The operations carried out in 1965 often resulted in casualties and violations of human rights norms. The military approach was proven to have failed to reduce conflict and reduce demands for separation from Indonesia.The Papuan conflict continued, but in the following period, the government began to realize that other factors were causing the conflict. These factors include the problems of socio-economic inequality, welfare, history and identity. In the 1971-1973 period, the conflict resolution approach was not only carried out in a repressive military manner but also included nationalization efforts (Muntaha, 2019, p. 128).

After the reform period, the approach taken by the Indonesian government toward Papua in resolving conflicts can be categorized as a Problem-Solving strategy. Through the spirit of reform to build a more democratic political system and governance, the Indonesian government formulated a Special Autonomy policy, as stipulated in Law No. 21/2001 and its amendment, Law No. 35/2008. This law, which came into force in 2001, is interpreted as the first step by the Indonesian government to rebuild the trust of the Papuan people. Moreover, it aims to lay a solid foundational framework for the efforts needed to achieve lasting conflict resolution in Papua. (DRP, 2001).

As explained in the theory section, problem-solving is a strategy to find alternative agreements that meet the interests of both parties (a win-win solution). In the case of conflict resolution in Papua, special autonomy is considered a win-win solution and the best step toward the development of the Papua region in a better direction. The Special Autonomy Policy provides broad authority for the Papua province to regulate and administer itself within the framework of the Republic of Indonesia. As a result of the implementation of Special Autonomy, the government gave distinct treatment to the Papua province. In brief, four fundamental aspects form the core of the Special Autonomy Law, including (PapuaWeb, 2001):

1. Regulating the authority of the Government with the Provincial Government of Papua as well as the implementation of authority in the Papua Province which is carried out with specificity
2. Recognition and respect for the fundamental rights of the native Papus and empower them strategically and fundamentally
3. Realizing good and detailed government administration
4. A clear and precise division of powers, duties and responsibilities between the legislative, executive, judiciary and Papuan People's Council as cultural representations of indigenous Papuans who are given certain powers.

Identification of problem-solving approaches through special autonomy policies can be observed from several fundamental aspects. First, the Indonesian government has begun to move away from a repressive military system in addressing separatist groups in Papua. The approach now focuses more on dialogue, where both parties attempt to resolve issues by providing space to listen to each other and exchange information. (Chauvel, 2004, p. 50). Second, this can also be seen in the policy formulation process. The special autonomy law is the result of a political compromise in which the policy formulation process is carried out in a participatory manner involving consultations from various stakeholders. Papuan community groups formulate the issues themselves in the draft policy for further negotiation by the legislative body (Tosiks, 2016).

The tactics for achieving win-win solutions through the Papua special autonomy policy are also classified under the 'Expanding the Pie' step, according to Pruitt and Carnevale's explanation. 'Expanding the Pie' describes a situation in which both parties develop their respective goals and identify added value so that both can achieve what they want. The conflict in Papua is multidimensional, involving issues such as gaps in historical perceptions, socio-economic disparities, human rights violations, and questions of sovereignty. The Indonesian government has a vested interest in maintaining the absolute authority of the Republic of Indonesia, making it imperative to address and stop the separatist movement swiftly.

Meanwhile, in Papua, the OPM aims to separate itself from Indonesia and become an independent country. The "expanding the pie" tactic demonstrates that the Indonesian government, through the Special Autonomy policy, has broadened the identification of issues by summarizing all the factors causing conflict into a single basis for dispute resolution. In this case, the Indonesian government comprehensively expanded the subject to include aspects of socio-economic development, education, political participation, and respect for human rights.

The policy formulation team discussed other essential elements in detail, including affirmations regarding the rights of indigenous Papuans, the bicameral legislative system, and the military deployment system. The formulation team also discussed in detail the possibility for Papuans to form political parties by prioritizing indigenous Papuans as members. The discussion was also extended to the issue of special admissions for Papua province, allocating 2% of the ceiling of the National General Allocation Fund for education and health financing (PapuaWeb, 2001). The special autonomy policy from the perspective of Papua is an opportunity to spur processes, including accelerating development in various fields and improving the quality of governance. By expanding the identification of other issues, the Indonesian government hopes that the special autonomy policy can have implications for decreasing aspirations for separation from the Republic of Indonesia and the long-term welfare of Papua (Tosiks, 2016).

Although the Special Autonomy policy is predicted to be a solution to solving the Papua problem in the past, present and future, in practice, the implementation of this policy has not been optimal. Some of the obstacles faced include unclear distribution of authority and flow of funds, the inconsistency of the central government and the Papua Regional Government to conflicts of interest between local elites which have resulted in a decrease in the trust of the Papuan people (SULLIVAN, 2003, pp. 7-9). The discourse to revise the Special Autonomy Law was discussed through the framework of the Special Autonomy Plus Bill, during the leadership of Governor Lukas Enember in 2013. However, through the central government, the Ministry of Law and Human Rights emphasized that it did not agree with this discourse. Government policy will continue to prioritize affirmative action for Papua (Katharina, 2015).

In 2021, based on the initial agreement, the special autonomy policy will end. The Indonesian Government, through the Coordinating Minister for Political, Legal and Security Affairs, Mahfud MD, emphasized that the Special Autonomy status for Papua will remain in effect. The Government has also not made any policy changes to resolve the Papua conflict. In the sense that the Government still maintains peaceful diplomacy with a welfare approach by strengthening coordination (CNN Indonesia, 2020). On the BAPPENAS page, the Indonesian Government states that development in the fields of education, health and infrastructure is slowly starting to show progress. Special Autonomy remains the best solution to solve all problems in Papua, where

the policy includes community empowerment programs and exceptional attention to the dignity of the Papuan people (BAPPENAS, 2020).

A brief overview after the policy renewal in 2021

On July 15, 2021, the Papua Special Autonomy Law was officially extended by the Indonesian Government through Law Number 2 of 2021 (BPKRI, 2021). It aims to extend and improve the framework of Papua's special autonomy so that it becomes more impactful in achieving its objectives, particularly the welfare of the Papuan society. Several key changes were introduced in the new law, such as the indefinite extension period with a periodic evaluation mechanism every five years to assess the effectiveness of special autonomy. This law also places special attention on the development of education, healthcare, and infrastructure. Moreover, it reinforces the protection of community rights, including the active participation of indigenous people in inclusive development (Wulandari, 2024).

Within the framework of the new Special Autonomy Law, efforts to address conflicts and enhance security in Papua are carried out through a welfare and dialogue-based approach. It is hoped that this approach will address the root causes of the conflicts that have persisted in Papua. On the other hand, dialogue is seen as a more humane and inclusive way to represent the aspirations of the Papuan people. Through this new law, the government aims to create space for dialogue and seek peaceful solutions rather than relying on security approach (BPKRI, 2021). From the explanations above, it is evident that through Special Autonomy, the Indonesian government strives to resolve existing issues with approaches emphasizing mutually beneficial agreements and a focus on common interests. Special Autonomy can be categorized as one of the Indonesian government's integrative solutions in responding to the issues in Papua. The commitment to improving welfare, education, and infrastructure, along with the encouragement of indigenous community participation, demonstrates that Special Autonomy is not merely a compromise for certain parties' interests but a form of optimal commitment to comprehensively resolving long-standing conflicts.

CONCLUSION AND RECOMMENDATION

The conflict in Papua is multidimensional, rooted not only in issues of identity and nationalism but also in welfare, socio-economic disparities, injustice, and demands for legal and human rights. The Free Papua Movement (OPM) emerged as a group advocating for these demands through attacks aimed at secession from Indonesia, contributing to instability in the region.

The Indonesian government's approach to conflict resolution in Papua can be classified into two strategies, following Pruitt and Carnavale's framework. Before the reformation era, the government predominantly used a contending strategy, characterized by repressive military measures. Post-reformation, with the rise of democratic values, the government shifted to a problem-solving strategy, emphasizing a humanist approach and peaceful diplomacy. To achieve win-win solutions, the government adopted an "expanding the pie" tactic, broadening the scope of issues beyond sovereignty and nationalism to include socio-economic development, legal rights, human rights, and political participation. This approach was formalized through the Special Autonomy Law No. 21 of 2001.

This study finds that in the strategies and tactics used to respond to demands for independence and conflict in Papua, there has been a shift toward a more peaceful approach through special autonomy. The government has expanded the scope of the issues so that both parties can benefit (win-win solution). The Papua issue is no longer viewed solely from the perspectives of politics and sovereignty, but also from the angles of social welfare, human rights, education, and development.

However, the implementation of this policy faced resistance from Papuans and the OPM, who perceived it as ineffective. In response, the Indonesian government revised the policy through Law No. 2 of 2021, reinforcing commitments to infrastructure development, education

quality improvement, and conflict resolution through dialogue and participation. While Special Autonomy has been widely studied as a problem-solving strategy, the evaluation of the revised law's implementation remains underexplored. Future research should address this gap by incorporating primary data and moving beyond literature reviews to provide a comprehensive assessment of its effectiveness.

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