

Implementation of Special Economic Zone Policies in Indonesia (Case study in Sorong Special Economic Zone, Southwest Papua)

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Abstract

The Special Economic Zone policy in Indonesia is carried out to accelerate the growth and development of regional economies by establishing new economic growth centers to attract investment. However, of the 19 SEZs built, only 4 have successfully operated, while the other 15 SEZs have yet to operate optimally. The Sorong SEZ is one SEZ that has yet to run optimally or is not even operating. This paper uses a descriptive analysis approach to explore the problems and obstacles faced by the Sorong SEZ. The results of the study indicate that in addition to the characteristics of the problem, policy content, resources, bureaucratic structure, disposition, communication, and environmental conditions, there are cultural conditions that also significantly influence the process of implementing the SEZ policy in Sorong.

Keywords: Policy implementation, Special Economic Zone, Sorong, Culture.

INTRODUCTION

The Special Economic Zone (SEZ) has been one of the main drivers of economic development in many developing countries (Darmastuti et al., 2018). It is a known mechanism that attracts foreign direct investment (FDI) (Najimudin et al., 2020). It is one of the critical policy mechanisms implemented in most countries to attract investment, especially for industrial development (Farole & Akinci, 2011). The SEZ concept, without a doubt, has been verified by most countries to boost their economic growth. However, behind all these successes lie many issues that can affect SEZ execution in the long run (Najimudin et al., 2020). Location selection, labor force, suitability of industries, incentives, facilitation, environmental conditions, resource availability (Ahmed et al., 2020), land acquisition (Chigurupati, 2019), unclear vision and mission, unfulfilled investment target (Rizalsan & Juwono, 2020) are some of the issues that have emerged in the development of SEZs in various countries and are indicated to be obstacles that result in SEZs not being able to run optimally.

The National SEZ Council formulated Special Economic Zones in Indonesia⁴ to increase the economic growth in the region and help the government obtain more foreign exchange (Kismartini et al., 2020). Indonesia has implemented the concept of special economic zones since 2009. It has built 19 SEZs, but so far, only 4 SEZs have been operating optimally and significantly contributing to the development of the national economy. Sorong Special Economic Zone is one of the Special Economic Zones that must run and operate optimally. Sorong Special Economic Zone focuses on the development of the natural resource industry sector, located in Mayamuk District, Sorong Regency, Southwest Papua Province. Although it has been officially rationalized for 4 years, the Sorong Special Economic Zone has yet to show adequate performance and has yet to be able to attract investment realization. Various efforts have been made to increase the attractiveness of the Sorong Special Economic Zone, but so far have yet to produce positive results.

This study will dig deeper into the problems that hinder the development of the Sorong Special Economic Zone by using factors that influence policy implementation, which are produced from the synthesis of

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implementation theory. Van Meter & Van Horn, Hogwood & Gunn, Grindle, Edward III, and Mazmanian & Sabatier policies. The use of factors in the synthesis of theory is the result of combining the factors contained in the theory, but by considering the relevance of the factors to the situation and conditions of the policy environment and whether these factors can be implemented so that it is hoped that it will be able to capture the phenomena that occur in the implementation of the Sorong SEZ. These factors are tractability of the problem factor which consists of technical difficulties, diversity of target group behavior, and extent of behavioral change regulated; Policy content factors consisting of policy format, clarity of objectives, clarity of standards and targets, types/types of policy benefits, interests that will be influenced, level of desired change, program implementation, and norm enforcement; resource factors consisting of time availability, availability of resources, information and policy data, availability of facilities, accuracy of allocation of funding sources; bureaucratic structure factors consist of organizational characteristics, detailed tasks with the proper sequence, availability of SOPs, integration of internal and external hierarchies, relationships between organizations; disposition factors consist of the attitudes of implementers, power, interests and strategies of the actors involved, characteristics of institutions and rulers, compliance and responsiveness, commitment of implementers; communication factors consisting of communication and coordination between organizations, transmission, clarity and consistency, formal access/openness to external parties; and condition factors environment consisting of social conditions, economic conditions, political conditions, technology, and public support.

METHODS

This research uses a qualitative approach and a case study method. Data collection techniques are carried out through observation, interviews, and documentation. Determination of respondents using purposive sampling techniques, which are carried out on respondents who have competence and relevance to the implementation of the SEZ policy in Sorong with the following criteria: 1) are actors in implementing the SEZ Sorong policy, 2) parties who utilize the existence of the SEZ Sorong and carry out activities in the SEZ area, and 3) are observers of the SEZ Sorong policy, the number of respondents is 17 people, who are representatives of each criterion. The data analysis process uses the Miles and Huberman analysis method, and the data validity test uses four criteria: credibility, transferability, dependability, and confirmability.

RESULTS AND DISCUSSIONS

Characteristics of the problems of implementing the SEZ implementation policy in Sorong

Technical Difficulties of the Problem

The characteristics of the problems faced related to technical difficulties in implementation are firstly due to technical obstacles from the presence of the SEZ policy itself, which is considered a political policy and a top-down policy that is present because of the interests of the central government, not because of the needs of the regional government and the community. This condition results in a lack of enthusiasm for local government support in implementing the Sorong SEZ and more expectation of full intervention from the central government in implementing the policy. In the development of SEZ, the decisive role and support of the government in the implementation of various SEZs in the world is a separate strength that has a significant influence on the success of the implementation of SEZ (Wahyuni & Wahyuningsih, 2018) (Darmastuti et al., 2018), so that the lack of support will be an obstacle that hinders the development of a SEZ.

Second, there is a perception of a political policy that only benefits certain elites. This perception causes adverse reactions in society, decreasing public support for the Sorong SEZ. In the process of policy implementation, the community is the party targeted by the policy, so the benchmark for the success of a policy is the level of public satisfaction, community welfare, and community participation and support. The occurrence of rejection and obstacles due to the lack of community support shows that the presence of the Sorong Special Economic Zone has not been able to show positive values that provide benefits to the community.

Third, there is a need for a developed industrial center. The existence of a developed industrial sector center shows that the area has a conducive climate for the growth and development of industrial sector activities, where business processes have been running and value chains are available so that they can support the existence of other industries that will be developed. When an area has had a developed industry for a long time, many related supporting industries are available and ready to support demand or become suppliers of new industries that will operate. Therefore, supporting industries around the Special Economic Zone area is one of the competitive features of the Special Economic Zone (Wahyuni & Wahyuningsih, 2018).

Fourth, the negative image of the security of the Papua region. This is a relatively tricky technical difficulty in developing the Special Economic Zone in Sorong. Even though the conflict-prone area is located very far from Sorong Regency, for investors, locations that are relatively close to the conflict area are prone to be affected by the effects of the conflict. Hence, they need a conducive investment climate.

Level of Target Group Diversity

The target groups of the SEZ policy in Sorong include business actors, the government, and the community. Business actors are the leading target group of the presence of the SEZ policy in Sorong, which is the group that receives facilities for the ease of investing and increasing their business capacity. The government is the policy maker, the determinant of policy direction, and the actor or implementer of the policy. The presence of the Sorong SEZ requires the government to provide and mobilize the resources it has to support the policy's implementation. Meanwhile, the community is the target group directly affected by the presence of the SEZ in Sorong, both involvement in the land acquisition of the SEZ area and getting positive benefits in the form of creating new jobs, absorbing labor, increasing income, living standards, and welfare.

Implementing the SEZ policy in Sorong does not involve a complex level of diversity in the target group. However, each target group certainly has different interests and goals, which can be an obstacle to implementation if these interests are outside the policy's objectives and are accommodated in the policy's implementation.

Scope of Behavioral Change

The SEZ policy in Sorong aims to improve the regional economy by growing new economic centers that encourage investment and new business activities. To realize this goal, a positive response to the policy is critical; good acceptance will facilitate its implementation. A positive response also includes the creation of a comfortable investment climate, openness to new business activities, full support for the Sorong SEZ policy, and the absence of harmful activities or responses that can hinder investment.

Content or contents of the SEZ implementation policy in Sorong

Policy Format

Clarity of policy: The Special Economic Zone policy in Indonesia has fairly straightforward contents and operational rules. The implementation and management of Special Economic Zones have been regulated in Law Number 39 of 2009 concerning Special Economic Zones, supplemented by other derivative regulations. In its development, the SEZ policy continues to adapt, improve, and revise regulations to enhance performance and encourage the achievement of the goals and targets of the Special Economic Zone policy. However, several things have not been appropriately handled, namely the absence of clear directions and regulations regarding performance targets, performance evaluations, and technical changes to the Special Economic Zone Development and Management Business Entity (BUPP), especially in Special Economic Zones with instant proposers from the government and BUPPs that have the status of State-Owned Enterprises (BUMN) or Regional-Owned Enterprises (BUMD). In addition, some regulations have been delayed in publication, namely regulations on the organizational structure of the SEZ Administrator, which were only issued in 2022.

In the implementation of the SEZ policy in Sorong, BUPP does not have a clear performance target; in the work contract, only the agreement as the manager of the Sorong SEZ and the distribution of business profits

is listed, so the performance of BUPP as the SEZ manager cannot be measured. This condition causes BUPP only to carry out its routine duties as a manager. It depends on the role of the government in encouraging the development of SEZ without making other efforts and innovations to improve the performance of the Sorong SEZ. The absence of clear regulations regarding replacing BUPP with BUMD status makes it difficult for the local government to replace BUPP. The changes that can be made according to the rules are only changes in management and increasing the internal capacity of BUPP, which unfortunately cannot significantly increase BUPP's ability to spur increased performance of the Sorong SEZ.

Meanwhile, the delay in issuing regulations on the organizational structure of the SEZ Administrator caused the Head of the Sorong Regency Investment and One-Stop Integrated Licensing Service to serve as the Sorong SEZ Administrator without the assistance of other devices in addition to his routine duties. This causes the administrator's role not to be carried out optimally and becomes an obstacle to the management of the Sorong Special Economic Zone.

Policy consistency: the special economic zone policy in Indonesia has been implemented for more than 10 years; it is a policy that is consistent in its provisions, rules, and implementation process and applies equally to Special Economic Zones throughout Indonesia. The differences between Special Economic Zones are only related to the main focus and types of activities carried out in the Special Economic Zone. The consistency of the implementation of Special Economic Zones can also be seen from the continuous monitoring and evaluation of the implementation and development of Special Economic Zones throughout Indonesia to monitor the extent of the development of the Special Economic Zone, the problems and obstacles faced, and what forms of intervention and policies are needed to improve the performance of the implementation of Special Economic Zones. The derivative regulations supporting the Special Economic Zone policy also consistently improve under the demands of developments in world economic policies. Another form of consistency is the provision for the revocation of Special Economic Zone status if the evaluation results show that the Special Economic Zone is not operating optimally as a form of commitment and accountability for the failure of a policy.

Message reception: As a policy, the message contained in the presence of the Sorong Special Economic Zone is an effort to improve people's welfare and increase the economy in eastern Indonesia, especially the Papua region and its surroundings, through the growth of new economic centers that will encourage increased economic activity in the area. The message of the Sorong Special Economic Zone as a policy has been evident and sufficiently conveyed. Still, at the implementation stage, the implementers needed to capture and translate the message to realize the goals and targets. Likewise, the community around the Sorong Special Economic Zone area needed help to capture the big picture of the presence of the Sorong Special Economic Zone policy. This condition caused the Sorong Special Economic Zone not to receive a positive response and adequate resource support. The local government, as the implementer, ignored and did not focus on building and improving the performance of the Sorong Special Economic Zone. At the same time, the central government needed to be more focused on encouraging the implementation of the Sorong Special Economic Zone because many other Special Economic Zones in Indonesia also required attention.

Clarity of Policy Objectives

The objectives of the Sorong Special Economic Zone policy, as stated in Government Regulation Number 31 of 2019 concerning the Sorong Special Economic Zone, this SEZ are efforts to develop economic activities in the Sorong Regency area that are strategic for national economic development and are expected to function as a driver of one of the new growth centers that can improve community welfare. It is also likely to create jobs, encourage local economic growth, increase exports and foreign exchange reserves, and improve the structure of the local industry. These objectives have been apparent and understood by the implementers because they know that they will positively influence the development of the Papua region and increase regional economic growth and community welfare.

Clarity of Standards and Targets

The main target of the establishment of SEZs in Indonesia, including the Sorong SEZ, is an effort to increase investment through the preparation of areas that have geoeconomic and geostrategic advantages, optimization of industrial activities, exports, imports, and other economic activities that have high monetary value; accelerating regional development through the development of new economic growth centers for balanced development between regions; and realizing a breakthrough model for regional development for economic growth, including industry, tourism and trade so that it can create jobs (Website of the National Council of Special Economic Zones of the Republic of Indonesia, <https://kek.go.id/>).

The measurement of policy implementation performance requires the affirmation of specific standards and targets that the implementers must achieve because the achievement of standards and targets is a measure of the performance assessment of the policy (Meter & Horn, 1975). In implementing the SEZ policy in Sorong, the Sorong SEZ also set national targets. However, these targets are not described as short-term targets equipped with clear standards or measurements. The absence of clear standards and measurements makes it difficult for policy implementers to realize the achievement of policy targets and objectives because the policy targets that are set are too broad and general, without clear boundaries so that in realizing them, implementers do not have firm and binding standard guidelines. As a result, the Sorong SEZ policy implementers have yet to help with the steps and stages that must be taken to achieve the policy targets, both long-term and short-term targets. The programs and activities implemented in the Sorong SEZ policy are only directed at achieving the target of realizing the physical infrastructure of the Sorong SEZ area. Meanwhile, as set nationally, the achievement of other targets has yet to be learned because implementers have difficulty understanding and determining what steps, stages, and programs/activities must be carried out to realize these targets.

Types of Policy Benefits

The benefits of the SEZ policy in Indonesia are equitable development and economic growth, which will ultimately improve people's welfare. Likewise, the SEZ policy in Sorong is expected to provide benefits in strengthening the economy of the Sorong region and its surroundings, ease of investment, opening up new jobs, reducing unemployment rates, improving the community's economy, reducing poverty rates and the number of poor people, and encouraging regional growth and development.

The benefits of the presence of SEZs in a region in the long and short term include being a driver of economic policy transformation, providing solutions to reduce disparities between regions, and utilizing raw materials in the area (Crane, Albrecht, & McKay, 2018), as well as increasing the number of jobs and rising labor absorption (Bencardino & Esposito, 2020). In the long term, the benefits of the Sorong SEZ are even expected to reduce poverty rates, encourage economic growth, and improve people's welfare throughout the Papua island region. The immense benefits expected from the presence of the Sorong SEZ have brought a positive reaction to the policy. Still, these benefits can only be felt if activities in the SEZ have been running and operating optimally. Unfortunately, the Sorong Special Economic Zone has not been operating optimally, so the benefits of its presence have not been felt, and it has caused concerns and disappointments for the community. These concerns and disappointments have given rise to adverse reactions to the policy, which then resulted in reduced support for the Sorong Special Economic Zone policy, both in terms of financial support, resource mobilization, and rejections that have emerged among the community and have resulted in further slowing down the implementation of the Sorong Special Economic Zone.

Interests That Will Be Affected

Reaction/action: Determining the location of the Special Economic Zone in Sorong Regency is the right choice because it is adjacent to Sorong City, which is a National Strategic Area (KSN) and functions as a center for regional and regional economic development, as well as a business city where the development of the service and trade sectors is the primary driver of its economy. Sorong's location, which has geographical, geostrategic, and geoeconomic advantages and is the gateway to the Papua region, makes the Sorong Special Economic Zone and its choice of location a very strategic policy. Respondents stated that the Sorong Special Economic Zone policy and its impact on the interests of the policy target group were favorable and did not

harm the interests of either party. However, in its implementation, there was a change in public reaction/action because the implementation process was constrained by the completion of the cost of acquiring the Special Economic Zone land, originally customary land owned by the local community. This gave rise to the assumption in the community that the Special Economic Zone policy in Sorong was carried out without adequate planning and needed to be thoughtfully implemented by the government. Other reactions/actions that emerged due to the lack of community involvement in the implementation of the Sorong Special Economic Zone, concerns and disappointment due to the lack of economic activity and the slow development of the Sorong Special Economic Zone, were that investment would not have a positive impact on the community.

Forms of reactions/actions: In the early stages of implementing the Sorong Special Economic Zone policy, all attention and direction of regional and national government policies were directed towards supporting the implementation of the Sorong Special Economic Zone. Programs and activities were carried out massively, and this condition continued until the Sorong Special Economic Zone was officially operational. However, after being operationalized, support for the Sorong Special Economic Zone continued to decline. After being operationalized, the existing condition of the Sorong Special Economic Zone still needs to improve, including limited infrastructure availability and land acquisition issues for the Special Economic Zone. Even though the implementers stated that they were still committed to supporting the implementation of the Sorong Special Economic Zone, because the Sorong Special Economic Zone had yet to run optimally, concerns arose that the policy implementation would fail. These concerns then caused the regional government to feel pessimistic about the sustainability of the Sorong Special Economic Zone because it had not yet received investment realization, which resulted in a decrease in support for financing the development of the Sorong Special Economic Zone so that the resolution of these various problems was increasingly hampered. The central government also seems hesitant to continue supporting the Sorong Special Economic Zone because it worries that it has handed over considerable resources. However, in the end, the Sorong Special Economic Zone still needs to realize investment and operate optimally.

Establishing Special Economic Zones (SEZs) is a lengthy, expensive, and long-term endeavor (Ahmed, Tan, Solangi, & Ali, 2020) and requires support and consistency to continue working on it. The instability of the SEZ operation is the process of forming and the journey of the SEZ to find the right strategy so that, in the end, the SEZ can exist and run optimally. Therefore, sufficient support and resource mobilization are still needed, and the right adaptation strategy is required to get maximum results from establishing the SEZ.

Desired Level of Change

The presence of the SEZ policy in Sorong is expected to bring changes to the Sorong area and its surroundings by increasing regional economic growth and improving the welfare of the people in the Sorong area and its environs, which are currently relatively lagging compared to other regions in Indonesia. The expected change level is relatively large, so the change can only be realized and achieved within a certain period. The magnitude of the desired level of change also becomes a level of difficulty in implementing the policy because changing a regional condition and the condition of the people in it certainly involves many interests, many sectors, and mobilizing many resources. This condition presents challenges in the policy implementation process. Trying to operating a program that aims to become an economic engine is not easy; it requires solid effort, availability of sufficient resources, and continuous efforts to maintain and encourage the implementation of the policy to continue, because what is being attempted by the SEZ policy in Sorong starts from the various absence and limitations, namely the absence of supporting industries, limited infrastructure, limited resources, especially financing resources and human resources. To continue to organize and realize the objectives of the SEZ policy in Sorong requires enormous efforts, consistent commitment, and minimizing obstacles and constraints that may occur while still considering the limited time available for the policy. The more limited the time available for the policy, the more frontal the efforts must be implemented. Support from all related parties, especially the target groups of the policy, is also needed, especially to create regional conditions conducive to investment growth and to foster public trust so that the potential of the Sorong SEZ can be optimally developed.

Program Implementer

The implementation of the Special Economic Zone in Sorong is carried out by several institutions together, namely the National Special Economic Zone Council and the Secretariat of the National Special Economic Zone Council, the Sorong Special Economic Zone Council and the Secretariat of the Regional Council, the Sorong Special Economic Zone Administrator, and the BUPP (Business Development and Management Entity), namely PT Malamoi Olom Wobok. In carrying out its duties, the National Special Economic Zone Council is assisted by the Secretariat of the National Special Economic Zone Council, which is responsible for supporting, fostering, and evaluating the existence of Special Economic Zones throughout Indonesia. The Sorong Special Economic Zone Council, assisted by the Regional Council Secretariat, is responsible for supervising, evaluating, and coordinating the implementation of the Sorong Special Economic Zone policy and determining strategic steps for resolving problems and implementing activities in the Sorong Special Economic Zone. The Sorong Special Economic Zone Administrator is responsible for organizing a one-stop integrated service system related to licensing for activities in the Sorong Special Economic Zone area, as well as supervising and controlling the operations of the Sorong Special Economic Zone, including evaluating the performance of the BUPP. Meanwhile, BUPP SEZ Sorong manages SEZ Sorong, with the main task of being the operator managing SEZ Sorong, who is responsible for maintaining the SEZ area, promoting and attracting investment, and providing services to business actors who will invest. The responsibilities of BUPP are stated in the cooperation agreement between the Regent of Sorong Regency and PT Malamoi Olom Wobok (PT MOW) article 5 paragraph 2, the obligation of PT MOW as BUPP SEZ Sorong to act as the manager of land, which is an asset of the Sorong Regency government, while the developer of infrastructure and other facilities used to develop activities in SEZ Sorong is the Sorong Regency government. The role and responsibility of BUPP in managing SEZ is very crucial.

Therefore, respondents believe that BUPP SEZ Sorong needs more capacity and ability to manage the area. As the operator controlling the SEZ Sorong area, BUPP attracts business actors and encourages increased investment realization in SEZ Sorong. Of course, this requires experience, the ability to promote, market, and attract business actors' interest, and a strong network, especially a network with domestic and foreign business actors. The BUPP SEZ Sorong does not possess this capacity, so it needs to be more competent in managing a special economic zone. If the policy implementer has adequate capacity, the policy implementation will run well. Still, if the policy implementer needs more capacity, it is sure that the policy implementation will experience many obstacles, which can even result in implementation failure. Program implementers or policy implementers must have adequate physical and scientific capacity (Setyawan, 2017). The problem of regional infrastructure that has not been resolved until 4 years after the operation of the Sorong SEZ, in the view of respondents, also shows that the policy implementer, in this case, the local government, as the person responsible for the development of the Sorong SEZ area, does not have sufficient capacity and resources to implement the policy. Infrastructure development that is carried out only to fulfill the minimum requirements so that the Sorong SEZ can attract the interest of business actors is an emergency policy carried out so that the Sorong SEZ can continue to be implemented. However, this becomes a new problem when investors interested in investing ask for additional infrastructure according to the capacity of a special economic zone. Therefore, it is inevitable that the KKK policy organizers in Sorong will face many obstacles, which have resulted in the business processes in the area not being able to run for 4 years and the policy's objectives needing to be realized.

Enforcement of Norms

According to respondents, the general norms applicable in the Sorong area and its surroundings related to the presence of investment are efforts to always involve the community in every stage of implementing activities related to the presence of investment, which is adjusted to the capacity and quality of the community. Associated with the implementation of the Sorong Special Economic Zone, community involvement has been carried out since the early stages of socialization, with the presence of the Sorong Special Economic Zone policy and the continued land acquisition process stage. Land in the Papua island region is almost entirely customary land owned communally by tribes in the Papuan community, so land acquisition in the

Sorong Special Economic Zone area begins with the process of releasing customary land from Indigenous communities and traditional leaders to the Sorong Regency government, followed by the land certification process. If investment activities have been operational, the applicable local norms are the requirement to accommodate local workers, namely Indigenous Papuan workers, with a comparative percentage of 60% for Indigenous Papuan workers and 40% for non-indigenous Papuan workers.

A policy has values and norms contained in it. After the community accepts the public policy, it needs to be strengthened with the values and norms contained in the policy, namely whether the policy is by existing norms or not and whether the values contained in a policy violate the code of ethics or the substantive values of the policy itself. Values and standards should not be ignored because both will lead the policy to success (Hayat, 2018). The implementation of the SEZ policy in Sorong has made efforts to adapt or use an approach with the uniqueness of the region and the existing community; only the release of part of the SEZ land is constrained by the financing capacity of the local government so that the process has not been resolved and has become a problem and obstacle in the Indigenous community of customary land owners. Meanwhile, regarding the absorption of labor, because the Sorong SEZ has not been operating optimally and there is no investment in the SEZ area, there is not much need for labor absorption.

Resources

Availability of Time

Special Economic Zones in Indonesia are policies that have a time limit. They will always be evaluated to see the feasibility of becoming a notable economic zone. In Law Number 39 of 2009, Article 12, since the special economic zone was established, it has a maximum of 3 years to carry out the preparation stage until it is ready to be operated. If, in the 3rd year, the SEZ is not prepared to operate, then an extension of a maximum of 2 years can be given, changes to the SEZ proposal can be made, or steps can be taken to resolve the SEZ development problems. Based on Government Regulation Number 40 of 2021, Article 48, after an extension of 2 years and based on the results of the National Council's evaluation, another extension of a maximum of 3 years can be given. However, Article 49 states that if the problem cannot be resolved at the operational preparation stage, the SEZ status can be reviewed again to revoke the status.

The implementation of the Sorong SEZ has carried out the operational preparation process, construction of physical infrastructure for the SEZ area, and the formation of the Sorong SEZ management institution, which lasted for 3 years and has been declared feasible to be inaugurated and ready to be operated. However, 3 years after it was operational, the results of the 2022 National SEZ Council evaluation stated that the Sorong SEZ was a SEZ that was not yet optimal and was not running well, so it was given 1 (one) year to improve its performance until the end of 2023, If there were no improvement in performance, its status would be reviewed. The status review can result in a decision to extend the time again or revoke the SEZ status so that the Sorong SEZ is a policy that has a time limit. The time constraints currently available for the Sorong SEZ do not allow it to improve its performance quickly. The Sorong SEZ still faces obstacles due to the lack of supporting facilities in the area, including land control, improvement of main port facilities, increase in the capacity of clean water and raw water, and growth in the capacity of electricity supply. Completing all these facilities takes quite a long time, so the time limit will be a problem that ultimately hinders the implementation of the Sorong SEZ policy. However, if there is enough time to fix the infrastructure problems in the SEZ area, then efforts to resolve the provision of this infrastructure can be realized.

Availability of Resources

The balance of resources and the mix of resources significantly deployed affect the success of policy implementation. The mix of resources includes human, social, natural, and artificial resources. The ideal mix of resources in implementing a policy should meet the four elements of resources needed, but achieving this perfect condition is very difficult; resources always need to be more available or can be deployed optimally to support policy implementation. Only natural resources are adequately available when implementing the SEZ policy in Sorong. The availability of human resources is constrained by low quality and the availability of

workers with very minimal specific qualifications. The significant social costs constrain social resources due to SEZ land problems and social norms related to employment.

In contrast, artificial resources are constrained by the problem of insufficient financing capacity to prepare and complete SEZ infrastructure facilities. Resources are an essential aspect that plays a significant role in the success of policy implementation; policies can only run well if the availability of sufficient resources does not support them. The efficiency and completeness of policy infrastructure will significantly determine the success of policy implementation. Natural resources, human resources, and policy infrastructure resources are essential in implementing policies so that the policies implemented are consistent with the objectives to be achieved (Dewi, 2022). The imbalance in the available resources has resulted in the Sorong Special Economic Zone being unable to run correctly. By upgrading these resources and capabilities within a confined area, policymakers can overcome bottlenecks in resource availability and attenuate the cost of larger-scale upgrading across the entire country or subnational region (Narula & Zhan, 2019).

Policy Information and Data

Information and policy data on Special Economic Zones in Indonesia are generally available and delivered to target groups through the portal website <https://kek.go.id>, the official website of the Indonesian SEZ. Meanwhile, detailed information and data can be obtained and made available at each location of the related SEZ. The data and information delivery is also carried out through books, brochures, and promotions by participating in various investment promotion events. However, related to the Sorong SEZ, the available information and data media have yet to be able to popularize the existence of the Sorong SEZ. Respondents stated that information and data related to the Sorong SEZ needed to be more intensive and carried out continuously and sustainably. The sources of information available were minimal, and the propositions made needed to be on target and match the perspectives and needs of business actors. These conditions resulted in the Sorong SEZ not being well known, and information about the exceptional facilities that business actors can receive needed to be fully provided, thus reducing the attractiveness of the Sorong SEZ as an investment-friendly area.

Availability of Facilities

As mentioned in the previous discussion, the Sorong Special Economic Zone facilities still need to be adequately available. Some of the land in the Sorong Special Economic Zone area does not yet have a clean and clear status, the availability of electricity and the provision of clean water and raw water is limited, there is no wastewater system, port facilities do not have adequate capacity for export-import activities, waste management facilities, fire extinguishers, and security are not yet available.

Facilities are means used for the operationalization of the implementation of a policy, including buildings, land, and other facilities or infrastructure, all of which will facilitate the provision of services during policy implementation. Physical facilities such as infrastructure can be essential resources in implementation. Policy implementers may have sufficient staff, understand what they should do, and have the authority to carry out their duties. However, the implementation will only succeed with the necessary buildings, equipment, supplies, and green open spaces (Edward III, 1980). Infrastructure is essential in developing a special economic zone (Suryani & Febriani, 2019). The infrastructure built for SEZ development is crucial because it would only exist if the SEZ had been planned for its establishment in that area. The biggest problem in developing SEZs is land acquisition, which delays the development of basic SEZ infrastructure; land acquisition is the most crucial part of preparation and the main factor in accelerating development (Tarigan, 2019). Land acquisition for SEZs has become a highly contentious issue because the definition of “public purpose” for land acquisition has become controversial over time (Chigurupati, 2019). The availability of appropriate infrastructure is critical in an SEZ. The integrated infrastructure inside and outside an SEZ is the responsibility of the government and SEZ developer; collaboration among government and zone developers is necessary to accelerate the infrastructure development of SEZ (Tarigan, 2019); it also requires comprehensive preparation and commitment from all interested parties in supporting the implementation of activities in the area (Suryani & Febriani, 2019).

Accuracy of Funding Source Allocation

The accuracy of funding source allocation is related to the amount of funds allocated to support the implementation of the Sorong Special Economic Zone policy and the utilization of the planned budget, with the assumption that the larger the budget allocated for the implementation of the policy with targeted utilization, the more optimal the policy will be implemented. The provision of a budget for financing the development of the Sorong Special Economic Zone has had adequate planning and is stated in the action plan for the implementation of the Sorong Special Economic Zone; however, in the implementation process, the allocation of available funding sources did not match the planning. The allocation of available funding sources needed to be revised to finance the completion of infrastructure provision in the Sorong Special Economic Zone area so that many programs and activities aimed at supporting the Sorong Special Economic Zone policy could not be implemented optimally. Regional infrastructure development could not be completed on time; the land acquisition process was protracted, and the provision of supporting infrastructure needed to be revised. These conditions illustrate policy implementers' and the government's need for more focus and commitment in implementing the Sorong Special Economic Zone policy. The limited allocation of funding sources and minimal mobilization of budget provision resources indicate the inaccuracy of the allocation of funding sources in implementing the Sorong Special Economic Zone and the government's lack of seriousness in making the development of the Sorong Special Economic Zone a success. At a certain threshold level, the availability of funds is essential to open up opportunities to achieve formal goals, and the availability of funds above the threshold level will be proportional to the opportunity to achieve these goals. A program must have a sufficient threshold level to succeed before it starts. Conversely, an adequate funding threshold can be supportive, although more is needed to guarantee that a program will start smoothly and adequately (Wahab, 2020).

Bureaucratic Structure

Organizational Characteristics

Institutions of SEZs in Indonesia consist of the SEZ National Council, SEZ Area Council, SEZ Administrator, and Development and Management Business Entity (BUPP). The National Council, Area Council, and SEZ Administrator are institutions whose members are representatives of the central government and local governments, so they tend to have bureaucratic government characteristics. The organization of these institutions is carried out bureaucratically, in a tiered and layered hierarchy. The decision-making process, problem-solving, monitoring, and evaluation of SEZ implementation are carried out in stages, starting from the National Council, becoming a guideline and implemented by the Area Council and SEZ administrator. In some instances that require quick decision-making, the layered process becomes an obstacle in implementing SEZ policies in Sorong. SEZs that are business-oriented and aim to increase the movement of economic activity certainly require speed and accuracy in every decision-making process and problem-solving. Due to the length of the procedures that must be passed in decision-making, the intervention is delayed so that the Sorong SEZ can only partially maximize its function. Long bureaucracy causes complicated and complex bureaucratic procedures, which will then cause organizational activities to become inflexible (Maisura, Tjajja, & Pasinringi, 2019).

In contrast to BUPP SEZ Sorong, a Regionally-Owned Enterprise (BUMD) owned by the Sorong Regency government, as a regional company, of course, the characteristics of the organization are more inclined towards the attributes of a private sector organization. The organizational structure of the private sector is more flexible, profit-oriented, and has flexible funding sources. BUPP SEZ Sorong, as a regional company, should have an organizational character like a private sector organization; however, in the implementation of the SEZ Sorong policy, BUPP does not fully show the character of a private sector organization because the funding sources it has are not flexible and are very dependent on the capital participation of the Sorong Regency government as the largest shareholder. In managing the SEZ Sorong, BUPP cannot freely maximize its functions and roles because it is very dependent on and influenced by the policies and roles of the local government. So, in organizing the SEZ Sorong, the role of BUPP seems passive, only waiting, and needs more initiative and innovation.

Details of Tasks in the Correct Order

Details of the tasks and responsibilities of the implementer are available, detailed in the correct order in the form of regulations and action plans. However, the details of these tasks need to be equipped with the division of responsibilities for financing the implementation of the Sorong Special Economic Zone, which is regulated in detail, especially after the Sorong Special Economic Zone was officially operational. The details of the tasks need to be equipped with the division of roles and responsibilities of each member, especially in the details of the functions of the Regional Council. The division of roles and responsibilities in the membership of the Regional Council is fundamental, considering that the members of the Regional Council consist of representatives of the central government, provincial government, and district government, where each government has its limitations in the division of affairs and authority. Respondents stated that due to the absence of a clear division of roles in the membership of the Regional Council, each member in his role in supporting the implementation of the Sorong Special Economic Zone does so according to his understanding and authority so that the handling of the Sorong Special Economic Zone is not carried out in a structured and integrated manner. In addition, the absence of a division of responsibilities for financing programs and activities results in the implementers waiting for each other and appearing to pass the buck.

The organizational form of the SEZ policy implementers in Sorong, which consists of government stakeholders representatives, aims to facilitate coordination and communication in carrying out their duties and responsibilities. However, when the division of roles, duties, and responsibilities is not detailed, the implementers will carry out their duties according to their interpretation and scale of interests according to their respective understandings. Stakeholders certainly also have other responsibilities related to their primary duties and functions, which are considered more important, so without precise details and a good synchronization process, programs and activities aimed at supporting the implementation of the Sorong SEZ will not be a priority and will not be adequately implemented, it seems to be sidelined, or its implementation can be postponed to be programmed in the following year's activity budget. This will prevent implementing programs and activities from being carried out according to the set time target.

Availability of SOPs

Standard operating procedures (SOPs) for investment processes and licensing management in SEZs in Indonesia apply equally to all SEZs, both in terms of SOP form and SOP mechanism. However, some SOPs need to be sufficiently understood by the implementers of the Sorong SEZ, confusing business actors who want to invest in the Sorong SEZ. Confusion occurs primarily in the early stages of exploration of the investment process, which still needs to be carried out through one door. This happens because implementers in the regions need to understand the applicable SOP mechanisms sufficiently. Another thing that emerged in implementing the SEZ policy in Sorong was the need for standards relating to the amount of financing required to process complete documents and requirements in the investment process and the standard types of documents that business actors must prepare.

A clear, systematic, straightforward, and easy-to-understand framework is an important principle that must color an SOP; it will be used as a reference in working (Maisura, Tjaija, & Pasinringi, 2019). As a new policy that requires significant changes in the working mechanism and its implementation, it certainly requires an appropriate response and rapid adaptability from the policy implementers. Policy implementers of adequate quality and capacity must support these needs. Specifically for implementing the SEZ policy, the ability of implementers to understand the operational standards of the investment flow, licensing flow, the amount of costs required to complete licensing requirements, and the standards of special facilities obtained if investing in the Sorong SEZ area is crucial. By understanding these operational standards, implementers can improvise to maximize the marketing of the potential of the SEZ in Sorong and improve the performance of the Sorong SEZ. Implementers can provide confidence to business actors to invest in the Sorong SEZ area so that investors only make commitments and realize investments because there is clarity about the mechanism of the investment process in the Sorong SEZ.

Integration of Internal and External Hierarchy

Integrating internal and external hierarchy is understood as delegating responsibility and authority to implement the SEZ policy in Sorong, both at the internal and external levels. Delegation of responsibility and authority is also related to the capacity to coordinate various resources available in the organization and society. The integration of internal and external hierarchy in implementing SEZ policy in Sorong has been carried out under the hierarchy established in each organization. However, the problems faced in the integration of hierarchy are more related to the integration and coordination between organizations, which affects cooperation between organizations in implementing the policy. The continued misunderstanding in the management of SEZ Sorong and the heavy dependence on the National Council to resolve problems in the field indicate a need for coordination between organizations implementing SEZ Sorong.

The success of public policy implementation depends on identifying cooperation networks between actors because, ultimately, these actors will implement the policy (Tachjan, 2016). The most significant difficulty in cooperation is realizing coordinated actions within the institutional or organizational environment and between several institutions involved in policy implementation efforts. Coordination problems can become even more severe, especially when related to central government regulations whose implementation depends on the compliance of local governments and related technical agencies. This is because the implementation process must be further described as programs and activities and interwoven into a very heterogeneous system (Wahab, 2020). Therefore, each policy must be able to integrate the organization's hierarchy or implement the institution so there are no differences in compliance behavior between policy implementers and policy target groups.

Inter-Organizational Relations

Inter-organizational relations explain the form of relations between SEZ institutions and the influence of these relations on organizational performance in the process of implementing SEZ policies in Sorong. The working relationship between the National Council, the Regional Council, and the SEZ Administrator is coordinated. In contrast, the Regional Council and the SEZ Administrator are extensions of the authority of the National Council. In addition to SEZ being a top-down policy, the central government has only provided facilitation (SEZ policy), while the regional government has executed it (Kismartini et al., 2020). This results in an enormous dependence on the role of the National Council, especially in efforts to resolve problems and obstacles in implementing SEZ policies in Sorong. This dependence includes facilitating the provision of budgets, organizing programs and activities supporting the implementation of the Sorong SEZ, and other forms of policy intervention.

Meanwhile, the working relationship between the organizations managing the Sorong SEZ has a relationship pattern through a partnership system, namely between the Regional Council, the SEZ Administrator, and the SEZ BUPP, intending to achieve better results by providing benefits between partnering parties. The obstacles faced in the working relationship between the managers of the Sorong Special Economic Zone are the need for more understanding of the authority and responsibility of each organization, resulting in misunderstandings because each organization adheres to its understanding and interpretation of its role and authority. The partnership relationship pattern requires a detailed and precise description of roles and division of labor because, in addition to involving many organizations, each organization has tasks and functions that are also the organization's focus. With a clear description of roles and responsibilities, the cooperative relationship and coordination between organizations can be established harmoniously because each party has understood its role, and the possibility of errors in understanding the roles and responsibilities of each is reduced. In implementing the bureaucratic structure, the policy that influences the implementation of the policy is fragmentation that comes from outside (external) the organization because responsibility for a policy area is not solely united in one agency but is spread across various organizations. To make a policy successful, coordination is needed between the organizations involved, but each organization often needs to maintain its own interest first, making it challenging to implement coordination (Kasmad, 2013). The relationship between organizations as a whole is very dependent on the situation or environment of the organization. In a conducive environment, organizational relationships will produce harmonious relationships and vice versa. Relationships between organizations need to be carried out so that these relationships can produce benefits and be mutually beneficial (Nurmandi, 2014). Understanding and explaining how cooperation between

organizations needs to be done so that both can trust each other and are committed to providing mutual benefits (Ihalauw, 2021). In addition, synergy is also needed between policymakers to not hinder the implementation of policies and provide many conveniences in their implementation (Putra & Salahudin, 2019).

Disposition Factor

Implementer's Attitude

The policy can be implemented effectively, not only requiring policy implementers who have the capacity and capability to implement the policy but also have the desire and tendency to have a positive attitude to implement the policy and clearly understand what must be done. The attitude of the implementers towards the Sorong Special Economic Zone policy is generally quite positive. The implementers have understood the goals, objectives, and targets to be achieved, as well as what must be done concerning policy implementation. The implementers have also been quite supportive of the policy, as indicated by the intensity of the implementation of the program and the provision of a budget for implementing the policy in the early stages of implementation or the first 3 years. However, this positive attitude cannot be consistently maintained, as seen from the increasingly protracted handling of problems in the Sorong Special Economic Zone and the increasingly limited budget allocation provided. The inconsistency of this attitude is more or less influenced by the disappointment of the non-optimal operation of the Sorong Special Economic Zone due to the absence of investment realization and is overshadowed by the possibility of the Special Economic Zone status being revoked if the specified deadline does not show significant performance progress. The National Council has a relatively similar enthusiastic attitude towards the presence of all Special Economic Zones in Indonesia by always trying to encourage all Special Economic Zones to operate optimally. In supporting the existence of the Sorong Special Economic Zone, the National Council, through the relevant ministries/institutions, has attempted various policies and program/activity interventions. However, these program and activity interventions were not carried out with special discretion but rather using normal mechanisms, namely under regular programs and activities planned in the strategic plans of ministries/institutions based on the affairs and authority of the central government. The attitude of the Regional Council towards the implementation of the Sorong Special Economic Zone policy as the implementer in the region as a whole is also quite positive but not optimal in its implementation, as seen from the insufficient intensity of the programs and activities implemented and the absence of special policies set by the provincial government in handling the Sorong Special Economic Zone. The existence of regulations on the division of government affairs and authority means that the provincial government cannot freely intervene in activities in the district/city government area that are not under its authority. The Administrator and BUPP, as the main implementers of the Sorong Special Economic Zone operations, also showed a positive attitude toward the policy but were not enthusiastic enough about its implementation. In carrying out their duties, the Administrator and BUPP are greatly influenced and dependent on the policies of the Sorong Regency government, in this case, the Regent of Sorong. Suppose the Sorong Regency government focuses on implementing the Sorong Special Economic Zone. In that case, the performance of the Administrator and BUPP will run optimally because they will get sufficient support, including financial support. The attitude of the implementers in implementing the Special Economic Zone policy in Sorong shows that all implementers of the policy accept and have a positive attitude towards the presence of the Sorong Special Economic Zone policy. However, the intensity of the attitude does not support the positive acceptance and sufficient understanding to continue to consistently support the policy and strive for the operation of the Sorong Special Economic Zone to run optimally. The intensity of the policy is only maximum in the early stages of development and preparation of the Special Economic Zone. After the Sorong Special Economic Zone was officially operational, the intensity of the attitude towards the policy began to decline with the decreasing budgeting and programs and activities to support the implementation of the policy. The decreasing intensity of the implementer's attitude also impacts solving the problems that occur because the support of the resources provided is decreasing. The decreasing intensity of the policy is also due to the low performance of the Sorong Special Economic Zone because investors who invest in the area are not immediately present. The development that occurred from the reduced intensity of the implementor's attitude was that the

implementers were waiting for each other, the central government represented by the National Council was waiting for the regional government to show sufficient commitment by showing an increase in physical progress in resolving infrastructure problems in the Sorong Special Economic Zone area, while the regional government was also waiting for support from the central government in the form of financing and larger activity programs to improve the performance of the Sorong Special Economic Zone.

Power, Interests, and Strategies of Actors Involved

The power, interests, and strategies of actors involved are things that help the implementation of policies if appropriately used, but if used for the interests of particular groups or the interests of actors, the objectives of the policy cannot likely be achieved, or the policy will fail in its implementation. In implementing the SEZ policy in Sorong, the powers of the National Council, Regional Council, Administrator, and BUPP SEZ Sorong have been adjusted to their respective capacities. The powers of the National Council are intended to determine strategic policies that support the achievement of the direction and objectives of SEZ development in Indonesia, as well as to encourage and coordinate the mobilization of resources that are the authority of the central government for the benefit of the success of the implementation of SEZ. However, the powers held by the National Council have limitations; in the mobilization of resources. The role of the National Council is to coordinate and encourage the involvement of related agencies, while the relevant authorized agencies must carry out the mobilization process. In addition, the mobilization of resources cannot be carried out optimally because there are limitations to the division of affairs and authority between the central and local governments. Concerning the Special Economic Zone in Sorong, the strategy implemented by the National Council is to provide assistance, monitor and evaluate the implementation of the Sorong Special Economic Zone, encourage and coordinate the process of resolving various problems and obstacles that hinder the implementation of the Sorong Special Economic Zone, and strive for various promotions to encourage investment realization. For several other Special Economic Zones in Indonesia, these strategies improve performance. Still, in the Sorong Special Economic Zone, these strategies have not been able to provide maximum results because binding rules and targets do not accompany the strategies implemented, so the relevant agencies do not maximize the deployment of their resources so that the problems and obstacles faced by the Sorong Special Economic Zone can be resolved immediately.

The Regional Council implementation of the SEZ policy in Sorong has the power and authority to coordinate the implementation of the Sorong SEZ, determine strategic policies for handling problems in the Sorong SEZ, and facilitate, encourage, and mobilize the resources it has to support the implementation of the Sorong SEZ. However, the Regional Council has limited power and authority in mobilizing resources because it can only handle programs and activities that are the affairs and authority of the provincial government. Other limitations are related to the capacity of its resources, especially financing resources. These limitations make the Regional Council unable to carry out its role optimally, especially in resolving the problem of infrastructure readiness in the Sorong SEZ area. The main focus of the interests of the Sorong SEZ Regional Council, apart from supporting the central government's program to develop new economic growth centers in the Papua region, is to strive for the success of the implementation and operation of the Sorong SEZ to increase economic development in the Sorong region and its surroundings. The strategies implemented to address infrastructure and financing capacity limitations include gradual regional infrastructure development following financing capacity, seeking to use unique mechanisms that enable the central government and provincial government to participate in developing the Sorong Special Economic Zone area, and encouraging the private sector (investors) to participate in efforts to complete the necessary infrastructure.

However, these strategies cannot encourage instant performance improvements and accelerate the completion of infrastructure provision because infrastructure development takes a long time. At the same time, the demands for complete facilities in the Sorong Special Economic Zone area are urgent investment needs. For these strategies to provide maximum results and meet expectations, particular policies are needed at the regional level to ensure and require sufficient support on an ongoing basis. Specific guidelines will allow local governments more freedom to maximize contributions and interventions without violating applicable regulations and focus more on programs and activities sustainably in the long term for implementing the Sorong Special Economic Zone. The provincial and central government actors are the key stakeholders in

terms of SEZ policy. These two actors can influence how and whether the SEZ policy continues because they have the power and interests that affect it (Kismartini et al., 2020). This requires strategic bureaucratic competencies to make the right choices and set clear strategic directions, strategic bureaucratic learning to dynamically and interactively adjust the strategies when needed, and strategic bureaucratic strengths to implement the strategy effectively (Anggarwal, 2019). The ability to devise strategic plans considering all factors, including the socio-cultural and geo-strategic variables, is also the key to success (Darmastuti et al., 2018).

Meanwhile, the SEZ administrator is an institution that has the authority and is responsible for the entire licensing process in the Sorong SEZ Area. The administrator's interest is to provide accessible licensing services and other special facilities available in the Sorong SEZ area to business actors and evaluate and monitor the operation of the SEZ. Meanwhile, BUPP, the SEZ manager responsible for marketing and managing the SEZ area, is interested in realizing the investment in Sorong. However, with the failure of the Sorong SEZ operation and the absence of investment realization, the roles and responsibilities of each institution cannot be carried out optimally. The minimal investment realization illustrates that the Sorong SEZ does not have enough attraction, so business actors are not interested in investing. However, the administrator and BUPP have prepared and carried out a few strategies to improve this condition. The Sorong SEZ Administrator cannot maximize his role due to the lack of support from the Sorong Regency government, so the strategy carried out is only a minimal effort to maximize the role as a SEZ administrator. Meanwhile, BUPP does not appear to have a sufficient strategy to maximize its role other than waiting for the presence of business actors.

Characteristics of Institutions and Authorities

The characteristics of an institution and authority will also influence a policy because the structure of the implementing institution or bureaucracy with characteristics, norms, and relationship patterns will significantly influence the success of policy implementation. Characteristics shape the attitude of implementers towards the policies they implement and determine how high the policy's performance is. The cognition, neutrality, and objectivity of individuals implementing or implementing policies greatly influence the response to these characteristics (Kadji, 2015). The results of the analysis of the characteristics of institutions and authorities in the implementation of the SEZ policy in Sorong show that the implementing institutions in the Sorong SEZ have a combined character between a bureaucratic government organization and the character of a private institution. The SEZ National Council, the Sorong SEZ Area Council, and the Sorong SEZ Administrator are institutions with the characteristics of a bureaucratic government organization. At the same time, the BUPP SEZ Sorong is a private institution with the character of a private institution. Each character has advantages and disadvantages. Institutions with the characteristics of a government organization have advantages with a more structured and procedural mechanism, and because they are non-profit, they prioritize service to the community. This characteristic also has disadvantages in many stages of the bureaucratic process as a layered hierarchy, so the decision-making process and policy execution take longer. On the other hand, private institutions have advantages, namely flexibility in their structure, fast decision-making and decision execution, and the ability to adapt to changes that occur quickly and precisely. While the weakness is that institutions like this are profit-oriented, the institution will prioritize achieving targets and implementing programs that provide benefits, compared to public services.

In the research on the implementation of the SEZ policy in Sorong, no precise data and information were obtained regarding the political resources of an institution, especially support from legislators, as well as data on obstacles caused by lack of support from legislators. The legislators are aware of the policy but need to show specific support for implementing the SEZ policy in Sorong. Meanwhile, support from the executive, because the executives are part of the institution implementing the SEZ Sorong policy, certainly supports the implementation of the SEZ Sorong policy and has been running for 4 years. However, as in previous discussions, the support provided needed to be more consistent and was not accompanied by execution in the field, so the SEZ Sorong did not show satisfactory progress.

Compliance and Responsiveness

The compliance perspective analyzes the character and quality of organizational behavior, focusing on efforts to build compliance of subordinate agents or individuals towards agents or individuals in an organization. The success of policy or program implementation is evidence of the implementer's compliance with the superior. The success of the policy based on the compliance and factual approach is determined at the implementation stage and the ability of the policy implementer in 1) compliance the policy implementer to follow and carry out the orders of the superior and 2) the responsiveness of the implementer in dealing with external influences and non-organizational factors or the factual approach (Akib, 2010). In implementing the SEZ policy in Sorong, compliance with the policy implementer in following and carrying out the superior's orders is fine, and the applicable provisions and regulations have been implemented. However, the implementer's compliance can only partially be implemented in several programs or activities. The lack of compliance occurs not because the policy implementers need to follow the orders of their superiors but because of the lack of support for the resources needed, so some programs and activities cannot be implemented. Concerning responsiveness, implementers do not have sufficient responsiveness to do what is considered appropriate as a personal decision in the face of external influences and non-organizational factors that become obstacles in implementation. Lack of responsiveness is not solely due to the lack of capacity and capability of policy implementers but is also influenced by the lack of resources available and provided so implementers can make decisions that are adaptive to the development of conditions that occur. Compliance and responsiveness can only be realized optimally with adequate support and resources.

Implementer Commitment

One of the factors that determines the success or failure of policy implementation is the ability and strong commitment of the policy implementer. When the policy implementation fails, the party usually blamed is the policy implementer because they are considered less committed and need to make better efforts to improve their institutional capacity (Akib, 2010). The commitment of the policy implementer is very much needed so that the policy can run according to the provisions and expectations of the policy maker. Lack of commitment will cause deviations in the implementation of the policy program. The amount of commitment that is mobilized to support a policy is in line with the ample opportunity for the success of the implementation of the policy. Competence is also a form of commitment of the policy implementer, namely the commitment to implement the policy with implementing apparatus that has sufficient capacity and quality to support and make the implementation of the policy a success.

The development of SEZ requires very large initial outlays. Therefore, a high government commitment is needed in its implementation (Darmastuti et al., 2018); (Naem et al., 2020). The implementation of SEZs also requires collective action. Therefore, the government's coordinating ability is essential for the success of SEZ implementation (Darmastuti et al., 2018). Synergy is needed between policymakers so as not to hinder SEZ operations and to provide many conveniences in the implementation of SEZs, with the local government becoming a pioneer and facilitator for various parties in developing the economy and synergy between stakeholders (Putra & Salahudin, 2019). The results of the analysis of the implementation of SEZ policies in Sorong show that the commitment of policy implementers in implementing the policy needs to be more consistent and maintained continuously. Policy implementers' commitment is maximal in the early stages of implementation. However, since the Sorong SEZ was operationalized, the commitment was made without follow-up or was not accompanied by action.

Regarding the financing commitment, each implementer has their arguments about which institution is most responsible for continuing the implementation of the Sorong SEZ. This condition occurs due to the minimal financing capacity of each implementing institution, while the implementation of SEZs requires a relatively large amount of sustainable financing. This condition also shows that there needs to be better coordination and collective action in implementing the Sorong Special Economic Zone. The unavailability of a detailed division of roles and financing responsibilities is also suspected to cause a decline in commitment. It causes implementers to shift responsibility and wait for each other, and the resolution of various obstacles and problems the Sorong Special Economic Zone faces is prolonged.

Communication Factor

Communication and Coordination Between Organizations

Communication is often seen as complicated because it has excellent potential for deviation. Public policy can be implemented effectively if the individuals responsible for achieving policy standards and objectives understand what standard objectives mean (Meter & Horn, 1975). Therefore, policy standards and objectives must be communicated to implementers, and policy implementers must understand what is idealized by the policy. The delivery of information to implementers and communication about standards and objectives must be carried out consistently and uniformly from various sources of information so that policy standards and objectives can be achieved. In addition to communication, coordination is also a powerful mechanism in policy implementation. Coordination is the process of integrating and uniting interests effectively and efficiently to achieve common goals, and it is a sharpening and follow-up of communication. Good communication and coordination between parties related to policy implementation will reduce misunderstandings and errors in the policy implementation process.

In implementing the Sorong Special Economic Zone policy, communication between organizations only runs somewhat smoothly due to the lack of specific messages and instructions the implementer receives. The messages and instructions are documented in an action plan equipped with each manager's roles and responsibilities. However, they must be clarified and binding enough, resulting in different understandings. In implementing the policy, the implementer approaches the implementers with their respective understandings regarding the implementers and those responsible for programs and activities in the Sorong Special Economic Zone. For example, there is a difference in understanding between the local government and the central government regarding the provision of infrastructure in the Special Economic Zone. In the view of the local government and the Regional Council, the process of providing infrastructure in the Sorong Special Economic Zone must receive the most remarkable intervention from the central government, but the central government and the National Council view that the intervention in providing infrastructure must still be carried out by the division of government affairs and authorities, what is the authority of the central government is implemented by the central government, while what is the authority of the local government is the responsibility and implemented by the local government. Differences in understanding about the duties, roles, and responsibilities of each organization managing the Sorong Special Economic Zone occur due to communication barriers because many instructions and messages from the policy cannot be conveyed properly to the Sorong Special Economic Zone managers. In addition to the lack of communication, the lack of coordination between policy implementers also results in various problems that must be resolved immediately. Information gaps also occur due to changes in personnel involved in the implementation process, resulting in information gaps and even disconnection of information on the development of the Sorong Special Economic Zone so that the delivery of information about the obstacles and problems faced by the Sorong Special Economic Zone is not complete and transparent enough to the regional leaders as policymakers, and causes a lack of commitment and support from regional leaders for the Special Economic Zone policy in Sorong. Problems related to communication and coordination in the implementation of the Special Economic Zone policy in Sorong also result in friction and disharmony in relations between the managers of the Sorong Special Economic Zone so that the completion of the facilities in the area and infrastructure of the Sorong Special Economic Zone area has not been handled and resolved. Each policy-implementing organization adheres to its understanding of its role, responsibilities, and authority, thus complicating resolving infrastructure problems in the Sorong Special Economic Zone area. Communication is used to convey internal and external information to the organization that can help the organization make decisions and improve performance. Information gaps and lack of information can prevent organizations from having difficulty controlling activities, maximizing the use of resources, time, and costs, disrupting the decision-making process, and making it difficult to adapt to problems that occur (Muhammad, 2009).

Transmission, Clarity, and Consistency

Communication is a policy transformation process for policy actors, policy target groups, and other parties related to the policy. Communication in policy implementation has three dimensions: transmission, clarity, and consistency. Even though transmission, clarity, and consistency in implementing the SEZ policy in

Sorong have been implemented, their implementation still needs to be improved. In terms of transmission, the SEZ policy in Sorong has been conveyed to all related parties. However, the delivery must be clearly understood, especially by policy implementers and the community, the policy's target groups. The unclear delivery of the substance of the policy triggers a reaction of rejection from the community, who need a clearer picture of the positive value of the presence of the SEZ policy in Sorong. In the policy implementation system, even though the substance of the policy has been understood, the implementer needs to understand more about what stages must be taken and what is needed to maximize the implementation of the policy. The commands must be more precise and consistent enough to be understood and implemented by the implementer. In addition to information about technical instructions for implementing the policy must reach the relevant parties, the most important thing is to ensure that the information has been clearly understood because this clarity has a vital role in the implementation of the policy later, at least this clarity will narrow the space for misunderstandings between various parties in policy implementation (Maisura et al., 2019). The occurrence of problems related to infrastructure readiness because its implementation is different from the specified target and time is one of the consequences of unclear and inconsistent policy implementation orders. Unclear orders also result in decreased support and commitment to the policy. In addition, there is also the possibility of communication barriers that disrupt the communication process so that policy implementers, target groups, and other related parties cannot sufficiently understand the substance of the SEZ policy in Sorong that has been conveyed so that they cannot implement the policy as expected.

Formal Access/Openness to External Parties

Formal access or openness to external parties relates to access given to the general public to freely participate in the implementation of policies and obtain information related to the presence of a policy and the development of the policy. The results of the analysis of the implementation of the SEZ policy in Sorong show that there is insufficient formal access and openness to external parties in the implementation of the policy, especially access related to information about the existence of the Sorong SEZ and its development. The reach of the information and promotion facilities available needs to be broadened. It needs to be on target to reach the target group of the policy, as well as other parties interested in the presence of the policy. The limited reach of information then causes information about the existence and development of the Sorong SEZ to be minimal. It indirectly affects the lack of interest of business actors in the Sorong SEZ, which results in minimal investment realization. Minimal information also results in friction that gives rise to adverse reactions in the community because they consider the Sorong SEZ to be a policy implemented in a hurry, does not meet regional needs, and does not positively impact the community. The developments and problems in the Sorong Special Economic Zone were also not immediately addressed and received less attention and support for policy implementation due to limited information. The lack of information and access to information ultimately resulted in the Sorong Special Economic Zone's low performance and adverse reactions to the policy, including the discourse on revoking its status as a special economic zone. A policy can be implemented optimally if information about the policy is conveyed well to policy implementers, target groups, and parties related to the policy. Limited access to information or lack of information about the policy will result in confusion, reduced interest in the policy, and misunderstandings, which can lead to rejection reactions. Therefore, it is essential that information about a policy can be conveyed to all related parties and is easily accessible to all related parties, especially the target group of the policy so that all parties can obtain complete, clear, and valid information about the policy and can participate in being part of the policy.

Environmental Condition Factors

Social Conditions

The social conditions of the Sorong region, where the Sorong Special Economic Zone is located, are relatively more stable than those of other regions in the Province of Southwest Papua. Sorong's Human Development Index (HDI) in 2022 reached 66.69 years, ranking second highest in the Province of Southwest Papua and higher than the national HDI average. This condition shows that the quality of human resources in the Sorong region is much better than that of other regions in the Province of Southwest Papua and is

relatively equal to other regions in Indonesia. However, the number of poor people in Sorong Regency in 2022 reached 26.34 thousand people (27.58% of the total population), and the unemployment rate in 2022 reached 3.38%. This condition illustrates that even though it has pretty good human resources, the level of community welfare and the standard of living of the Sorong population are still relatively low. The lack of job opportunities due to limited employment opportunities is a severe problem faced by the Sorong Regency government and the surrounding areas. The limited number of available jobs results in the available workforce not getting jobs, increasing the number of unemployed, and ultimately increasing the number of poor people because people need their basic needs. Social conditions can influence the perception of the importance or unimportance of the problems to be addressed by a policy. If there are still social problems considered to have a higher level of importance, then support for the policy will be relatively small. The mobilization of scarce resources that will be utilized to achieve policy objectives, such as financing, human resources, expertise, and so on, will also be relatively small. The use of scarce resources will be prioritized for handling social problems that have a higher level of importance or are urgent. Therefore, stable social conditions will provide a relatively better reaction to policies when compared to unstable social conditions. The presence of the SEZ policy in Sorong is one solution that aims to solve social problems in the Sorong area and its surroundings, namely job creation, labor absorption, and improving community welfare. Investment in the Sorong SEZ is expected to encourage the creation of many new jobs originating from activities in the SEZ area and other supporting activities around the SEZ area and will absorb much labor. However, these efforts can only be realized slowly; it takes 5-10 years to get maximum results because the Sorong Special Economic Zone is a newly formed industrial area. The support system in the area has yet to be available, so it takes time and sufficient resources to realize it.

Economic Conditions

As with social conditions, stable economic conditions will immediately strengthen and support the implementation of public policies to achieve success. If economic conditions are unstable, they will impact and hinder the implementation of public policies to achieve success (Setyawan, 2017). The level of difficulty of the economic conditions of a region will also have an impact on the level of difficulty of implementing policies in efforts to realize their goals because the amount of support for policies reflects the overall correlation between financial sources from strategic groups and other groups that have strategic positions in the economic sector.

The development of economic conditions in the Sorong Regency area from year to year has always shown an improving trend. However, it is separate from an equal distribution of community income, which causes a high income gap between community groups. The economic growth of Sorong Regency in 2022 was 2.12% or reached 8,701.91 billion rupiah, while the Gini index achievement in 2022 reached 0.36. The sources of financing used for development mostly come from transfer funds, and almost all of them are used for development expenditures. In contrast, the source of income from the Sorong Regency Original Regional Income sector is minimal, so it cannot provide the Sorong Regency government with the freedom to innovate and carry out development that is genuinely to the needs of its region. The economic sector that supports the Sorong region is a contribution from the mining and excavation sector and the service sector. Most of the people work in the agricultural sector. These economic conditions make the Sorong Special Economic Zone policy not ideal enough to be implemented in the Sorong region and relatively difficult to realize without additional policy interventions because the development of the Sorong Special Economic Zone requires tremendous contributions and financial support over a long period. The fiscal capacity of the Sorong region only allows for implementing other programs besides the development programs and activities. This results in support for implementing the Sorong Special Economic Zone policy, which needs adequate financing, especially from the Sorong Regency government. With the low level of diversity of economic life and the low level of prosperity of the target group, implementing the Special Economic Zone policy requires special policy intervention efforts so that it can continue to be implemented. The form of intervention can be in the form of subsidies, especially related to budget support, intervention in the development process that will help resolve the problem of regional infrastructure readiness, and other forms of financing to support the operations of the Sorong Special Economic Zone.

Political Conditions

The relationship between political conditions and dynamics on policy implementation is that stable political dynamics will significantly support the implementation of public policies and provide excellent opportunities for the success of implementing these policies. However, if the political dynamics are unstable, these conditions will be an obstacle to policy implementation and can cause implementation failure (Setyawan, 2017). In implementing the SEZ policy in Sorong, political conditions that directly or indirectly significantly influence the policy are caused by changes in regional leadership and the expansion of administrative areas. The change in regional leadership causes the focus and direction of regional development to shift, adjusting to the vision and mission of the new leader. When the focus of regional leaders does not support the Sorong SEZ policy, support for the SEZ policy will decrease, and the focus of development will no longer be directed at supporting the implementation of the policy but rather prioritizing handling other problems that are the focus of the regional leadership. The mobilization of resources is no longer directed at implementing SEZ but rather at achieving other goals.

Meanwhile, the expansion of the administrative area and the presence of new areas cause development to be more focused on efforts to organize and improve the new government administration and the construction of supporting government facilities so that support for the Sorong Special Economic Zone policy will be sidelined. The expansion of the administrative area also resulted in the need to change the Sorong Special Economic Zone Council membership. This caused many policies related to the development of the Sorong Special Economic Zone to be executed after some time because they were constrained by authority and other administrative process constraints. Other political dynamics that also emerged were related to regional security due to the image of the Papua region as unsafe. The political conditions that occurred during the implementation of the Special Economic Zone policy in Sorong are not ideal enough to support the implementation of the policy. This harms the development of the Special Economic Zone in Sorong and is an obstacle to policy implementation. The lack of support and resources mobilized due to the political dynamics that occurred resulted in the implementation of the Sorong Special Economic Zone being hampered, and the resolution of problems that occurred in the Sorong Special Economic Zone slowed down so that the Sorong Special Economic Zone could not become more feasible to operate.

Technology

Current technological developments bring many changes to various aspects of life; technological developments also provide many changes that affect the process of implementing public policies. These changes result in many transformations in the policy implementation process that have the potential to become inhibiting factors and supporting factors for policy implementation. Technological advances will not stop and will continue to change from time to time, following the development of science and the needs of its users. In the implementation of public policy, the existence of technology with various changes or no changes can still be a factor inhibiting the effectiveness of policy implementation (Wahab, 2020). In the implementation of the SEZ policy in Sorong, the limited provision of facilities with adequate technology has not become a problem that disrupts the implementation of the policy because the SEZ operation has not been running optimally. The technological devices available are only telecommunications facilities and, for the time being, are sufficient to support the current SEZ Sorong activities. However, when the SEZ Sorong operation is running optimally in the long term, facilities with adequate renewable technology will become a demand that must be met because industrial activities oriented towards efficiency and effectiveness will undoubtedly take advantage of technological advances. To meet the needs of facilities with adequate technology, short-term and long-term planning must be prepared to meet the needs of these facilities, especially the need for technology to support export-import activities. The absence of facilities with adequate technology and the absence of planning to fulfill these facilities will result in the Sorong Special Economic Zone lacking in attractiveness and harm the existence of the Special Economic Zone in Sorong. The availability of technology has become one of the factors considered by business actors when choosing a location to invest in because the development and progress of the technological field greatly influence today's world developments.

Public Supports

The amount of support for a policy can significantly influence the implementation of the policy, especially support from the community or public support. The ability to gain support from the community in general, especially from the community directly involved in the policy subsystem, must be considered in policy implementation. Positive support for a policy will significantly influence the success of policy implementation. However, if there is a negative view of the policy, there will be a clash that can result in the threat of failure of the policy implementation process. The policy can experience a decrease in support after implementation, which causes policy implementers to have many opportunities to implement policies that deviate from the initial objectives and have the potential to fail in the policy implementation. In order for policy implementation to achieve results, every activity and program implemented must receive support from various parties, both from policy implementers, budget allocation, and protection from actors or parties who do not support the policy (Mazmanian & Sabatier (Mazmanian & Sabatier, 1983). Public support for the SEZ policy in Sorong at the beginning of the implementation process was very positive; the community was very receptive to the presence of the policy. However, this support continued to decline over time, triggered by the lack of immediate SEZ activities and the less-than-optimal SEZ operations. The community's lack of information about the Sorong SEZ's development resulted in the community needing more explanation of the big picture of the policy. The community needed help understanding that the SEZ policy was a long-term policy, the benefits and objectives of which could only be realized within a certain period. This condition then gave rise to the assumption in the community that the SEZ policy in Sorong would not benefit them.

In addition, there were also differences in community ideas that needed to follow applicable legal regulations or the government's wishes regarding the SEZ land utilization mechanism. The community wants land use to use a lease mechanism, while the SEZ regulation in Indonesia states that business actors must own SEZ land. On the other hand, cultural values in the community consider land as a mother who provides a living for her child, so selling land becomes a difficulty in itself because it is their source of livelihood. This condition affects the negotiation process in efforts to acquire land, further slowing down the resolution of the Sorong SEZ land status. So far, the Sorong SEZ has been considered less flexible in managing SEZ land because the land that has been controlled is still part of the assets of the Sorong Regency government and cannot be freely managed by BUPP as the manager of the Sorong SEZ. Changes in the land management mechanism, as requested by customary land owners or the community, will cause obstacles to the investment climate in the Sorong SEZ area because business actors will not feel comfortable investing and doing business in areas that they do not own because of concerns about experiencing problems with land ownership claims in the future. Suppose policy implementers and the government cannot adequately manage these conditions. In that case, it will cause a loss of public trust in the policy, resulting in a lack of public support for the policy, and cause the failure of the implementation of the SEZ policy in Sorong because it can cause business actors to reconsider making investments. A policy's success is determined by the government (Local and Central) and the community in terms of how it can be targeted and accepted by the community (Kismartini et al., 2020).

Cultural Condition Factors

The cultural condition factor is not part of the factors obtained from the results of the synthesis of policy implementation theory but rather based on the research results that found that cultural conditions influence the implementation of the SEZ policy in Sorong. Cultural conditions are also part of the policy environment that can influence policy implementation because cultural differences and identities can influence government policies in various fields. The scope of culture in policy is vast. The value system in culture is described as subsystems including a) Local wisdom, b) Kinship, and c) cooperation. To encourage the success and sustainability of development, the government or policymakers and implementers, business actors, and the community together strengthen and respect the local wisdom subsystem (customs, culture, language, ethnicity, and sub-ethnicity), maintain kinship ties and cooperation as the principal driving capital (Kadji, 2015). Because the scope and extent of cultural aspects are vast and related to the implementation of the Sorong SEZ policy, only cultural conditions that are directly related and greatly influence the implementation process will be discussed. Cultural conditions related to the implementation of the Sorong Special Economic

Zone policy are cultural conditions related to the local wisdom subsystem, related to the views of the community that influence their thinking about development and the form of community reaction as part of the activities that are traditional in the community in supporting the implementation of the Sorong Special Economic Zone, one of which is related to land. The Sorong Special Economic Zone area was originally land owned by indigenous peoples and was originally a customary forest area. The Papuan people see land and forests as mothers who care for, protect, and support their children. Land is essentially a womb that forms and creates humans, so Indigenous Papuan peoples' lives cannot be separated from their relationship with forests and nature. They learn to appreciate and care for their forests from generation to generation. Indigenous peoples are entities whose lives depend on and directly relate to forests. Therefore, in the view of the Papuan people, when humans destroy nature, they are also destroying themselves. Customary land ownership in Papuan society, known as the principle of customary rights or the right to control and utilize land, uses the principle of joint or communal ownership through clans or marga consisting of two systems, namely the system based on small marga and the system on large marga or village. The communal ownership system based on small margara gives customary rights to all margara (keret) members, including married women, with the same rights to utilize customary land for their lives. In the communal ownership system based on large marga (village), land ownership rights are held by community leaders, where the authority to make decisions on land utilization is decided jointly between community leaders and clan leaders. Clan leaders and community leaders cannot unilaterally decide about the utilization of customary land, starting from the planning process, and utilization and ownership must be carried out together (Mulyadi, 2019). The customary land ownership of the Papuan people in the Sorong region uses a communal ownership system based on small clans. The customary land used for the Sorong Special Economic Zone area is only owned by one clan, namely the Moi tribe and the Kammi clan.

Regarding regional development, in viewing development, there has not been a cultural value of the Papuan people that is oriented toward the future, as well as cultural values oriented towards innovation that is carried out by exploiting the environment (Mulyadi, 2019). The existence of traditional beliefs that consider the surrounding nature as a place for human life to have supernatural powers to control life that must be feared and respected and can bring disaster to them has resulted in the Papuan people being apathetic in cultivating and utilizing their natural resources, including the use of forests. Forests can be used to meet daily life. However, they should not be exploited excessively because they are considered mother's milk that gives life, so people believe that when nature is exploited on a large scale, it will be angry and no longer provide food for the Papuan people (Mulyadi, 2019). With cultural values that view development not as an aggressive process, the presence of the Sorong Special Economic Zone from a cultural perspective can be seen as a threat to the rights of the Papuan people in the Sorong area. The presence of the Sorong Special Economic Zone is considered to be able to cause the Papuan people to lose their customary land that has supported their lives, and the Sorong Special Economic Zone will not provide welfare for the customary landowners because they feel they are not part of the policy. Seeing the concept from the cultural perspective of the Papuan people, indirectly, this is what causes the presence of various forms of large-scale development to be less acceptable, including the implementation of the Sorong Special Economic Zone policy, which will encourage large-scale investment and can cause a shift in cultural values in the Sorong Regency area. In addition, the emergence of negative responses to the Special Economic Zone policy is also caused by 1) Concerns about damage to the environment and customary forests that are their livelihoods; 2) Trauma from past investments that are seen as causing more suffering for the community due to environmental damage and loss of their customary land and; 3) The community is not involved in the investment.

The presence of the Special Economic Zone is considered to provide few benefits for the community but will bring problems for the indigenous community. Related to the land issue of the Sorong Special Economic Zone, the land acquisition process that requires lengthy negotiations and the community's desire to change the land use mechanism to a rental mechanism is indirectly influenced by cultural views on the value of land for the Papuan people so that the process of releasing customary land is always a polemic in the development process. The cultural values of local wisdom are deeply rooted in understanding the local ecosystem and natural resources, and they emphasize a holistic development approach that prioritizes the welfare of the community and the environment. This view differs significantly from the general development model that

prioritizes achieving economic growth over balance with nature, environmental degradation, and social inequality. This value difference often results in reactions to the rejection of policies and various problems in the development process. Integration of local wisdom with development policies is needed by adopting sustainable and fair practices that respect the balance of human and natural activities to achieve more effective and sustainable development and will continue to strengthen cultural identity. Policies are basic guidelines for regulating and creating order in a national and state society. Of course, public policy materials must align with existing cultural values so that the context of implementing public policies to achieve a common goal can be accepted by the community as its target (Setyawan, 2017).

CONCLUSION

This study aims to see the implementation process of the Special Economic Zone policy in Sorong using the results of the synthesis of factors that influence the implementation of the policy. The results of the analysis show that the implementation of the Special Economic Zone policy in Sorong faces problems and obstacles in all factors that influence the implementation of the policy, and causes the Sorong Special Economic Zone not to have enough attraction for business actors so that it has not succeeded in attracting investment realization. In addition to these factors, cultural conditions also significantly influence the implementation process of the Special Economic Zone policy in Sorong, especially in the process of land acquisition and community acceptance of development activities on a massive scale. The study's limitations, the use of a relatively large number of factors and subfactors, resulted in the study being too broad, so the focus of the depth of the study could not be carried out optimally. The cultural aspect has a broad scope, so the study only focuses on cultural aspects that intersect with the implementation process of the Sorong Special Economic Zone and have surfaced as a form of community anxiety. To get a more comprehensive picture, further research is needed using a more complete cultural aspect approach and becoming part of the local community culture.

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