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Political Participation of Communities in the 2018 Papua Governatorial Election Agenda

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Abstract: This research article aims to describe communities' participation through direct elections, citizen agreement, and the mandate of representatives with actor interaction in the 2018 Papua gubernatorial election. The regional heads who elected democratically manifest the implementation of direct elections mandated by Acts of 1945 with community participation. The participation of communities in gubernatorial elections comes to the polling places and then casts/elects the desired candidate. More than that, communities' participation explains in-depth the form of involvement and typology of community participation in organizing the Papua Governatorial Election. Political participation of Papua communities in terms of political participation related to elections (voting/electing). The research was conducted using a qualitative approach with a case study method to explain the Papua communities' awareness at the Papua gubernatorial election. The data was collected using three methods, namely, the documentation study method, interview method, and Focus Group Discussions (FGD) with respondents from the General Elections Commission (KPU), the Regional Government of Papua Province, the Legislative and the Papuan People's Assembly (MRP), traditional figures, religious figures, academics, and Papua communities. Based on the quantitative calculation of communities participating in the gubernatorial election, it reached 88.44% of the total voters of 3,447,008 people who entered the final voter list, meaning that many communities used their voting rights. There were three mechanisms to facilitate community political participation in the Papua gubernatorial election, including direct mechanisms, citizen agreement, and representative mandates. Increasing the quality of political participation of communities in gubernatorial elections begins with regulations governing the legal norms of gubernatorial elections. It needs adjustment to the paradigm, and various experiences of holding Papua gubernatorial elections have been running to date. The standards that must be considered starting from the system, model, mechanism, and form of involvement of gubernatorial election organizers, so that the absolute and actual political participation of the community is formed.

Keywords: political participation; gubernatorial election; community democracy; actor interaction

1. Introduction

Regional heads are democratically elected as a manifestation of holding direct elections mandated by the Acts of 1945 by involving community participation. Elections are primarily viewed as an opportunity for communities to influence political leaders, but they also serve as a means by which parties and candidates can mobilize support for democratic processes (Banducci & Karp, 2003, p. 443). The mechanism of regional head elections has shifted since direct elections were implemented in 2004. Direct regional head elections opened up more room for citizen participation in the democratic process and local level political leadership compared to representative democracy systems which put more power to determine political recruitment of a handful people in Regional Representatives (oligarchy) (Sinaga, 2018, p. 22). The election method through Regional Representatives does not provide significant room for community participation in the gubernatorial election.

Regional Head Election (Pilkada) is a form of political participation of communities as a manifestation of sovereignty. At the time of regional head elections, the people become the party who most determines the political process in their region by voting directly (Usfinit et al., 2015, p. 39). Voting in the Papua gubernatorial election is a form of community political participation in electoral democracy to carry out the process of transferring power from the people to the elected regional head.

Nowadays, the community's participation in gubernatorial elections that give votes in regional elections is an individual's energetic attitude to determine leadership. However, Fonataba (2017) stated that the lack of political participation in the Papuan community is influenced by several factors, namely, the apathy of the community itself, political socialization, the ineffective distribution of ballots, the role of the mass media in providing understanding, information to the public, and the performance of the regional general election commission which is still not optimal. So, it causes lethargy and lack of community participation in voting in the presidential and vice-presidential elections. The practice of holding Papua gubernatorial election will have a successful impact when community participation can be fulfilled properly by democratic values.

Direct voting in regional head election (Pemilu) is realized by voting for the candidate pairs for Regional Head and Deputy Regional Head (Kristiadi, 1996, p. 11). Direct elections mobilize people's reasoning power to find out the backgrounds of potential regional leaders and policies that will be carried out while they lead later. However, in some areas of Papua such as Yailimo district, voters are not concerned with what was promised by the candidates, but more interested in the financial aspect and kinship with the candidates (Rizqi, 2018, p. 120). Supposedly, direct regional head elections encourage increased political awareness as they hope that community participation appears because they are asked to determine their rationality, wisdom, intelligence, and concern to decide their leaders at the local level. So, the political sovereignty embodied in a democratic system is no longer in the power of the ruling political elite but in communities (Agustino, 2009). The fraudulent practice of holding regional elections ultimately disrupts the political participation of the communities. Money politics activities involve actors who coordinate the distribution of money with potential voters who receive it.

Based on the General Election Supervisory Agency report, it noted that the practice of buying and selling votes in the 2017 simultaneous regional elections mostly occurred in Papua and one of the areas prone to money politics (Perdana & Sukmajati, 2018, p. 256). The neglect of money politics does not only imply the emergence of corruption politicians but also results in the disruption of a democratic general election (Fitriyah, 2012, p. 9). In Papua's gubernatorial election, money politics makes communities dishonest in determining the candidate they choose and because there is the lure of money to elect specific candidates.

In contrast, several areas in Papua, there is an involvement of bureaucratic actors as the role of middle field groups that become ethnic actors in regional head elections

representing the groups of each candidate, by continuing to strive to institutionalize their political power through the ability to influence the voting community and their networks, so that far more effective than political parties (Leonardo Snanfi et al., 2018, p. 128). These activities violate the provisions of the acts of 1945, namely the neutral attitude of the bureaucracy, and affect the people's political participation. So that the community will receive the impact of decisions resulting from a destructive process. Low community political participation affects the decision-making attitude of determining the regional head candidate to be elected.

This political participation leads to the attitudes of individuals/voters who are affected by the social environment towards involvement in the Papua gubernatorial election and actors with the ability to have and be understood to influence one another (Dawes et al., 2011, p. 845). In models assuming political actors with social preferences, individuals consider the benefits to themselves and to others they care about and evaluate them against the cost of participation. In general, community political participation is an important element in seeing the involvement of political actors and regional head elections' political costs. Stephan and Diamond in Handoko & Muchtar (2018, p. 6) explained that the interactions between actors in the political realm exist in two main areas: first, businesses in their respective arenas (micro-politics). Second, the interaction between actors in a broader arena (macro politics), one of the critical areas that can be used further to examine actors' involvement in a wider arena is public competition and public policymaking.

Based on the 2018 Papua regional head election (Pilkada) Vulnerability Index calculated before implementing the gubernatorial election, Papua province is in the high vulnerability potential category, with an index value of 3.41. In the participation dimension, geographic conditions in the nine districts that hinder voters' access to Voting Place can threaten voters to vote for specific candidate pairs. Although there are several monitoring organizations, they do not advocate and report to the Election Supervisory Board. The achievement of these scores was the accumulation of three dimensions, namely: 3.83, the implementation dimension of 3.24, and the contestation dimension of 3.12 (Badan Pengawas Pemilihan Umum Republik Indonesia, 2018). People who become voters should have an attitude that is not disturbed by various dirty practices in winning candidates that affect their political participation to be involved both directly and indirectly at every stage of Papua gubernatorial election activity.

The political participation of the community pursues the integration of political power into the community by electing leaders. Nie & Verba (1975, p. 1) states political participation is the private legal activity of communities, which directly aims to influence state officials' election or their actions. Participation is a process that is closely related to the feeling and awareness of the community, both individually and in groups. Political participation, according to Budiardjo (2008, pp. 369–389) political participation is not voluntary. Huntington and Nelson distinguish between autonomous participation and participation mobilized by other parties. The Papua gubernatorial election makes strengthening the political participation of the Papuan people to determine the eligibility of a governor.

The results of previous research almost similar themes and related to the Papua gubernatorial election concluded by Jafrianto et al. (2016) entitled the existence of elections with a community agreement model in the general election system in Indonesia. It is a study that looks at the Constitutional Court Decision Number 47-81/PHPU.A-VII/2009 concerning a dispute over general election results. This study looks at the use of *Noken* by the Papua communities in the gubernatorial election with the paradigm of general election law (one man, one vote) to fulfill one of the human rights in choosing a leader. The involvement of customary institutions with a traditional approach strives to realize community political participation in Papua gubernatorial election also has a special gap in the administration and tends to be partisan.

Other research findings that analyze political participation and political attitudes in support of democracy "our findings indicate that political participation is much more

likely to strengthen political attitudes than attitudes trigger participation. This does not mean that attitudes are irrelevant for behavior, but the reverse impact is much stronger." (Quintelier & Van Deth, 2014, p. 153). Political participation of communities forms individual political attitudes by seeing the similarities of groups and ethnicities that have a good enough impact, which creates identity politics.

Besides, there was research conducted by Repi (2017) which analyze two aspects that have an impact on political participation of communities in the 2015 election for the Governor and Deputy Governor of North Sulawesi. Both aspects were an inhibiting factor, namely various work instruments in the form of regulations, readiness for implementation and also political parties that have weak capabilities in holding Regional Head Elections, and the driving factors for community participation. It is seen from the candidates' closeness to the community and their constituents, the support for the role of the mass media in educating the community regarding Regional Head Elections, and also the pragmatic culture that is formed in society. Community political participation is also determined by the performance of other institutions within the community itself. The organization's work and the supporting party was the capital for the realization of massive participation in the gubernatorial election.

Many factors have an impact on the political participation of the Papuan people. The involvement of political actors that forces the victory of particular potential mates through the activity of intimidation and utilizing money is a part of the reaction to the political participation of the people. Furthermore, the political participation of Papua communities in gubernatorial elections will be closely related to the interaction of actors involved in the direct election mechanism, agreement of citizens, and the mandate of representatives according to the regulations in Papua gubernatorial election.

Political participation of communities in Papua gubernatorial election becomes an exciting issue with various conditions, especially politics. This debate also has alerted us to a few shortcomings in the literature on political participation and civic engagement (Ekman & Amnå, 2012, p. 284). It participates in the voting process, but quality community involvement in attitudes and roles is taken when involved in each gubernatorial election agenda. Furthermore, this study aims to describe the community's political participation through direct election mechanisms, citizen agreement, and representative mandates with the interaction of actors in the Papua gubernatorial election.

2. Methods

The study of the Papua gubernatorial election implementation is interesting to review by looking at various phenomena of actor involvement in community political participation. Studies abroad regarding voter turnout and political participation related to regional phenomena has also been very attractive (Yandri, 2017, p. 58). In looking at these relationships, a qualitative research approach used to explain various phenomena of political participation of society in Papua gubernatorial election continued to case study method (Suryabrata, 2003, p. 80). "The purpose of a case study was to study intensively about the background of the current situation and the interaction of the environment, individuals, groups, institutions, and society." Research on community political participation in Papua gubernatorial election uses a case study research method to reveal the various backgrounds and conditions of administering gubernatorial election by describing the relationships and interactions between political actors and the community in Papua gubernatorial election. A case study research is research in the form of in-depth investigation of various information regarding several units or cases for one period or between several time periods (Neuman, 2017, p. 47). Research on community political participation in Papua gubernatorial election focuses on the events and symptoms that occurred during the implementation of the 2018 Papua gubernatorial election involving the participation of communities.

The research used in-depth interviews by determining the characteristics of the respondents who were close to the activities of organizing the Papua gubernatorial election. In-depth interview according to [Sugiyono \(2006\)](#) in qualitative research, often combining participatory observation techniques with in-depth interviews and focus group discussions (FGD) as primary data collection techniques, [Burhan \(2003\)](#) in [Djaelani \(2013, p. 88\)](#) states that Focus Group Discussion is a data collection technique that was generally carried out in qualitative research aimed at finding the meaning of a theme according to the understanding of a group. Criteria for informants in collecting data includes: 1) administrators of gubernatorial election; 2) Members of political parties; 3) Academics with political science expertise; 4) Indigenous leaders. Data collection through interviews uses structured guidelines.

This research uses various data which comes from documentation. Documentation data is in the form of activity reports related to the administration of gubernatorial elections, election monitoring reports and journals related to public political participation. Later, it will provide information that describes a series of activities and community involvement in organizing the gubernatorial election. To analyze secondary data, two methods were used, namely triangulation and interpretive. Triangulation method is used to check the validity of data by making use of something other than the data, for checking or comparison purposes, while interpretive analysis is used to understand or interpret data (phenomena) and construct abstract conceptual (theoretical) arguments ([Widiyahseno, 2015, pp. 182–183](#)). The data obtained from both primary and secondary data collection were analyzed by data analysis methods using qualitative data analysis presented ([Miles & Huberman, 2014, p. 33](#)).

3. Results and Discussion

3.1. Implementation of the 2018 Papua Gubernatorial Election

On June 27, 2018, the gubernatorial election took place with public participation based on the count of voters who cast their ballot. Based on the calculation results of the General Election Commission of the Republic of Indonesia obtained from its internet page, community participation in Papua gubernatorial election reached 2,910,501 out of a total number of voters of 3,447,008, with the percentage of public involvement in gubernatorial election reaching 84.44%, this value exceeds the national target set. With a target of 70% for voter participation.

The implementation of direct elections is an important moment to get better local leaders ([Santoso, 2016, p. 69](#)). Papua gubernatorial election has become important due to the high enthusiasm of the community's political participation. [Milbrath & Goel in Cholisin \(2007, p. 152\)](#) stated that political participation, people who at least have ever participated in elections. Achievement of voter participation who came to the voting place 84.44% means that the voters in Papua gubernatorial election are very enthusiastic about casting their votes. The percentage of achievements is included with the vote representation mechanism, which is counted, explaining the spectro-type political participation. This means that until the voting limit in the voting place, the Papua communities in the gubernatorial election reach the essential political participation criteria.

Participation is realized from a series of activities based on public awareness of the political agenda's involvement in regional head elections. Political involvement of communities according to [Dalton \(2008\)](#) form of political participation related to election (voting/electing) Voting is the simplest form of measuring participation. Voting's public involvement level becomes a simple measure to assess political participation in the gubernatorial election contest. Voter participation in general elections has always been one of the leading indicators in implementing representative democracy ([Yani et al., 2017, p. 42](#)). Achievement figures that explain community involvement at the time of voting are used to establish electoral democracy in the Papua communities.

The Papua community uses their voting rights, which were spread across 29 districts/cities; there are divided into two major regions based on geography, coastal and mountainous areas. In the implementation of the gubernatorial election, the extensive and mountainous areas' characteristics are also taken into account in carrying out logistics mobilization. Regional head elections in Papua, especially in the Central Highlands areas, generally still use the *Noken* system (Pamungkas & Triindriasari, 2018, p. 397). Based on the decision of the General Election Commission of Papua Province, there are 13 districts using *noken* where the mechanism is influenced by the community culture on the 2018 Papua gubernatorial election.

Implementation of the 2018 Papua gubernatorial election still applies by direct and the *noken* mechanism. Both mechanisms function to facilitate the holding of gubernatorial election by taking into account voters' affordability based on regional geographical conditions. In implementing the direct mechanism, coming to the voting place to vote, voters who receive an invitation needs to walk a little distance. Sometimes, the location differs between the place of residence and the voting place. However, the *noken* system is attached to a different voting mechanism, namely "citizen agreement" or "acclamation." Besides, the voting represented by the tribal chief on the agreement of the local community called the big man, the process of implementing the *noken* can also be done by hanging on one of the wood instead of the ballot box which is often called the hanging or tie *noken* system (Agustine, 2019, p. 74). *Noken* as a form of participation in delegating the mandate to the head of the tribe/big man.

The use of *noken* affects specific candidates' voting process is decided by the *ondoafi*/big man (tribal head). The head of the tribe has an essential role in determining to whom the vote will be cast. Alignments with certain gubernatorial candidates who are directed by local customary leaders so that community does not fully understand the candidate pair they support. This practice repeatedly occurs in every gubernatorial election and becomes an empirical pattern that is commonplace during elections and has become part of politics in Papua.

The administration of gubernatorial elections using ballot boxes is widely applied in coastal areas. Meanwhile, the gubernatorial election through *Noken* occurred in mountainous regions. The use of these two tools (ballot box and *noken*) is a decision that could be accepted by all Papua communities (Ronsumbre, 2019, p. 263). In practice, the implementation of the *noken* system in Papua and West Papua provinces is in line with the principle of deliberative democracy, allowing for public space to test any policies or decisions taken in general matters. Traditional and reflective mechanisms approach the community's political participation according to local wisdom inherent in the lives of Papua communities.

The two electoral methods make the Papuan people's participation fragmented in the democracy area. There is a difference in the community's understanding of the use area of the implementation of Regional Head Elections (democracy) with traditional and legally positive knowledge by the political elite (interviews with academics). Communities in mountain area were known to have a traditional democratic attitude without paying attention to the details of the form of democracy. They only follow the methods applied in their culture and ethnic groups. Mobilizing the community tends to be carried out by political parties in gubernatorial elections to strive for victory for candidate pairs. The activity was carried out by getting close to the tribal elites and the gubernatorial election administrators.

The interests of political parties disturb the neutrality of the gubernatorial election organizers. The geographic conditions of the area are used to provide intimidation and disrupt the implementation process. Disturbance to the objectivity of the election organizers is due to economic factors and taking advantage of geographical conditions in mountainous areas, conditions that are long distances between districts and require high costs, used by interested parties to influence regional General Elections Commission members according to their interests and become difficult to monitor

(Katharina, 2017, p. 19). Political participation of the community becomes meaningless when a group of actors can take advantage of the situation to cheat.

Being involved in practical politics causes the neutrality of the Regional Head Election organizers to be questioned, participating in efforts to win specific pairs of candidates through changing the results of the election at the voting place or changing the results of the count on the way to the vote-counting site at the sub-district level (researcher field notes) (Budiardjo, 2008). In this connection, it may be said that there is an element of pressure or manipulation in almost every participatory activity. Still, in western countries, this pressure is less, whereas, in developing countries, there is a combination of voluntary and manipulative aspects of various weights and measures.

Regional Head Election is direct and conscious decision-making by the community to support the leadership that will be given or represented to a candidate and a pair of candidates. Keith Fauls in Afrilia (2017, p. 1015) It provides a definition of political participation as the active engagement of individuals or groups into the government process and the community's active involvement in the Papua gubernatorial election. Community political participation in the implementation of the 2018 Papua gubernatorial election resulted from two forms of understanding of electoral democracy, which are near related to the principles of life (ethnic & cultural) adopted by most Papuan people. However, the difference in understanding of electoral democracy creates a gap in community participation.

3.2. Interaction of Actors in Community Political Participation

The development of Papua communities impacts the political perspective of the community, such as participation and interactions with groups of influence in politics. Ethnic and cultural groups of different denominations have been able to build social relations through cultural mechanisms (Kadir, 2017, p. 244). The cultural approach was used in interaction by actors in Papua gubernatorial election that was rooted in fanaticism. The condition of indigenous people in the Papua region has an intense fanaticism with kinship between candidate pairs and indigenous people who support them. They are blind to who they are defending, and they do not find out what the purpose of them fighting this resistance (researcher field notes). The interactions between elite actors are often used in the Papua gubernatorial election. The inter-elite relationship is a determining factor in the success of political communication performance, which is a form of communication between individuals, which means that individual-level communication can determine the effectiveness of political communication (Thaib & Mozin, 2018, p. 105).

Political life also depends on the community's socio-economic conditions, so that it has an impact on participation. A person who has a high social status is estimated not only to have political knowledge but also to have an interest and concern for politics (Surbakti (1992) in Hendrik (2010, p. 141)). Actors who closely interact with financial capabilities are sufficient to link their influence on the target community groups to gain votes during the election.

This fanaticism seems to cover up the practice of buying and selling votes between tribal heads and interest groups, repeatedly occurs in each Regional Head Election, and becomes an empirical pattern when elections in political mechanisms occur (academic interview). In the end, community involvement in the gubernatorial election is very minimal in campaigns, socialization, and the type/nature of community political participation in the Papua gubernatorial election. It considering communities in the mountains have close relationships based on ethnicity and culture, while other geographic areas are also not immune from the same thing. The process will lead to a compromise process where each actor makes adjustments to the other actors' concepts or ideas so that their policies can be decided (Rijal et al., 2013, p. 17).

Political participation of the people in the Papua gubernatorial election elaborates modern and traditional/deliberative democratic mechanisms. Elaboration of the gubernatorial election mechanism, the gubernatorial election implementation

procedure by utilizing the *noken* specified in the regulation becomes a gap in the regulation. It affects the independence of the gubernatorial election administering actor. It is challenging for organizers to be independent as a result of the existing regulations (Repi, 2017, p. 8). The regulation in question is a decision of the General Elections Commission of Papua Province, which explains the procedure for the gubernatorial election using *Noken*, which is not detailed and specific. *Noken* is similar to an open opportunity that becomes a ballot box. Actors interact by exploiting regulatory loopholes so that people's political participation was seen as merely a formality.

The substance of implementation norms is sometimes made a little blurry so that it becomes an easy opening to take advantage of the Papua gubernatorial election. Many of the regulated norms do not pay attention to the condition and existence of local democracy in the Papua region. as conveyed by several informants in interviews, the law that is currently formed is an instrument of conflict in Papua gubernatorial election. Actors play norms in regulations to take advantage of community political participation to influence the mechanism for using *noken* in Papua gubernatorial election.

Interest groups have a key role in carrying out this mobilization through provocative movements. This has become an application of transactional politics to meet customary needs in decision-makers, all done starting with the interaction between elite actors and being organized by taking advantage of the local elites' traditional political conditions in Papua. Community groups led by tribal heads can easily be influenced to provide support to particular potential mates. The interaction of conventional actor groups with elite actors forms a mutually beneficial relationship.

Furthermore, the organizers' attitude from time to time benefits certain parties by meeting the demands for the number of votes. This has become an opening for the proliferation of manipulation in the administration of gubernatorial elections (interviews with traditional leaders). Supported by a weakness in the regulations regarding the recruitment process for Regional Head Election organizers (Yusra & Darmawan, 2017, p. 85). The weakness was an opportunity for non-neutral organizers and the regional government.

Allegations of money politics and corruption that are structured, massive, and systematic and their general election organizers are not neutral and involve political crimes. Even many commissioners' election organizers are not competent and morally problematic (Simanjuntak, 2018, p. 135). This practice reinforces the neutrality of the governor's election organizers. The administrators of the Papua gubernatorial election's objectivity in carrying out their duties from the preparation stage to the final stage has an essential meaning in realizing the community's political participation. Political actors interact with the organizing actors by taking advantage of the situation to seek victory. The interaction occurs by providing direct influence to change ballots that have been punched. The votes possessed by each member of the tribe are the target for the victory of candidates who have already issued funding to hold traditional parties.

Papua gubernatorial election presents emotional bonds in the form of equality in ethnicity, race, religion, and equality in political choices. The emotional bonds of society benefit the elite to interact. Elite interaction with the community by providing customary party financing in determining the candidate to be nominated by deliberation first. Funding in the procurement of rock-burning parties of 3 to 7 billion is a form of transactional politics of interest groups consisting of success teams and supporting parties to influence decision making in ethnic groups (researcher field notes). This interaction explains support in the form of money for *ondoafi*/tribal or community leaders, making the community's bargaining position to organize gubernatorial elections to be controlled by interest groups.

The interaction of local figures or elites with the community is often represented by *ondoafi*, representing a traditional elite representing their ethnicity or customs. So that there have transactions or political interests (Jurdi, 2019, p. 163). Elite is a circle that

continuously moves and connects. Political elites still need other social groups to move their power. However, elites are groups of people who occupy the upper social class. To continue to stay in an elite position, they need the participation and support of the masses. Elites often use this to influence the community to collect votes in gubernatorial elections to the community both in cities villages that highlight ethnicity in a transactional way through development, both houses of worship and infrastructure in their regional bases.

The interest actor group determines which voter group becomes the target to gain votes for specific candidate pairs in the gubernatorial election. The actor is very close to the public. He has a close relationship with the voters who still see the closeness of culture, ethnicity, and origin and makes a random selection (field interview with several respondents). The gubernatorial election has an impact on the neutrality of the local government organs. It is explained in the Civil Servants Commission's findings that in Papua Province, the neutrality of civil servants is mere nonsense. It will be challenging for civil servants to be neutral because a civil servant's career in the regions (especially in Papua) is very much determined by the direction of support for one of the candidates in the General Election (Komisi Aparatur Sipil Negara, 2018, pp. 30–31). This means civil servants' participation as voters has been contaminated with elite behavior that leads to specific regional head candidates. Bureaucracy is also used as a tool in democracy to seek support and also seek various winning steps. Usually, the bureaucratic politicization pattern is carried out by taking advantage of the position held and occurs in Papua's regional head elections (interviews with community leaders). The partiality of the election organizers is also felt in implementing the Papua gubernatorial election, thus creating biased community political participation in favor of certain candidate pairs. The interaction of actors in the bureaucracy creates the qualifications of fellow supporters of the governor candidate pair. In Papua gubernatorial election, the interaction of actors is in different areas of democracy in society. Basically, the interaction of actors is based on agreement (Rijal et al., 2013, p. 15). Bargaining is rooted if there are two or more actors or actors who each have absolute authority and rank but can do (sharing), which can be built into the Papua gubernatorial election discussion system.

The interaction of actors in electoral democracy in the Papua gubernatorial election is based on community conception, which is formed based on individual attitudes and knowledge. In practice, actors' interaction in the Papuan Governatorial Elections (Pilgub) encourages giving public votes to the desired candidate. Interaction supported by intensive communication between local political elites resulted in the form of citizen participation. Rosenau in Nimmo (2000, p. 47) has divides into two categories of citizens who are the audience for participation in political communication, namely: first, communities who are very concerned about politics, and second, communities who are only mobilized for political interests. Actor interaction divides the position of voters by involving interactive forms of communication with local elites.

4. Conclusion

The implementation of the Papua gubernatorial election has an essential meaning in the democratic life of the people. Papuan political participation in mountainous areas tends to be weak due to its close association with traditional institutions, especially in a gubernatorial election, which is a concept of traditional democratic life. Meanwhile, it is strengthened by the attitudes and understanding of individual voters towards the candidates involved in the Papua gubernatorial election in other areas.

Political participation of the community involves an agreement between actors by taking advantage of the democratic conditions that are created to provide an advantage in winning the political contestation of electoral democracy. The relationship and interaction between elites make it easier for actors to choose community groups to be targeted in gaining votes.

Political participation of community based on an understanding of community democracy in the implementation of the Papua gubernatorial election. Good knowledge of community democracy will strengthen individual behavior's belief and determination to determine regional head candidates to be elected. Understanding community democracy in administering gubernatorial elections is the basis for supporting community political participation in the contest for direct elections for regional heads.

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