

RESEARCH ON THE EDUCATION SECTOR IN PAPUA

Communities, Children and Teachers in Papua

HAND IN HAND FOR A BETTER FUTURE



A research report by Danarti Wulandari and Monique Drenthem Soesman
May 2010

Faith-based Network on West Papua – The Netherlands:



Research on the education sector in Papua

Communities, Children and Teachers in Papua
Hand in hand for a better future

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List of abbreviations and acronyms

	<i>INDONESIAN</i>	<i>ENGLISH</i>
APBD	Anggaran Pendapatan dan Belanja Daerah	Regional Government Budget (RGB)
APBN	Anggaran Pendapatan dan Belanja Negara	State Budget
ASPAP	Asosiasi Pengusaha Asli Papua	Papua Indigenous Entrepreneurs Association
AUSAID		The Australian Government's Overseas Aid Programme
BAN-PT	Badan Akreditasi Nasional -Perguruan Tinggi	National Board of Accreditation for Higher Education
BAPPENAS	Badan Perencanaan dan Pembangunan Nasional	National Planning Agency
BBM	Bahan Bakar Minyak	Fuel Oil
BEP	Programme Pendidikan Dasar	Basic Education Programme (AusAID)
BERMUTU	Reformasi Manajemen dan Peningkatan Kapasitas Guru menuju Pendidikan yang lebih baik	Better Education through Reformed Management and Universal Teacher Upgrading
BOS	Bantuan Operasional Sekolah	School Operational Assistance (SOA - grants for schools provided by the central government)
BP3	Badan Pembantu Penyelenggaraan Pendidikan	Educational Assistance Body
BPK	Badan Pemeriksa Keuangan	Supreme Audit Authority
BPS	Badan Pusat Statistik	Central Bureau of Statistics
BSNP	Badan Standarisasi Nasional Pendidikan	National Education Standards Agency
CBO	Organisasi Berbasis Masyarakat	Community Based Organization
CLCC		Creating Learning Communities for Children
CSO	Organisasi Masyarakat Sipil	Civil Society Organization
D1, 2, 3, 4		Post-secondary diploma (1-year), (2-year), (3-year), (4-year)
DAK	Dana Alokasi Khusus	Special Allocation Fund distributed to districts (SAF)
DAP	Dewan Adat Papua	Papua Customary Council (PCC)
DAP		Development Assistance Programme
DAU	Dana Alokasi Umum	General Allocation Fund distributed to provinces and districts (GAF)
DBE		Decentralized Basic Education
DBE2		Decentralized Basic Education – USAID programme for classroom teacher improvement
DBH	Dana Bagi Hasil	Revenue Sharing Fund (RSF)
DEO	Dinas Pendidikan Kabupaten/Kota	District Education Office

	INDONESIAN	ENGLISH
DIKPORA DIKTI	Dinas Pendidikan dan Olah Raga Direktorat Pendidikan Tinggi	Provincial Education Office (PEO) Directorate General of Higher Education (DGHE)
DPA SKPD	Dokumen Pelaksanaan Anggaran Satuan Kerja Perangkat Daerah	Work Unit Budget Execution Document (WUBED)
DPR	Dewan Perwakilan Rakyat	Parliament
DPRD	Dewan Perwakilan Rakyat Daerah	Local Parliament
EC	Komisi Eropa	European Commission
ECED	Pengembangan Anak Usia Dini (PAUD)	Early Childhood Education Development (CSED)
EFA	Pendidikan untuk Semua	Education For All
FGD	Diskusi Kelompok	Focus Group Discussion
FKIP	Fakultas Keguruan Ilmu Pendidikan	Faculty of Teacher Education within universities
GDP	Produk Domestik Bruto	Gross Domestic Product
GER	Angka Partisipasi Kasar (APK)	Gross Enrolment Rate
GKI	Gereja Kristen Injili	Evangelical Christian Church
GOI	Pemerintahan Indonesia	Government of Indonesia
HDI	Indeks Pembangunan Manusia	Human Development Index
HEI	Lembaga Pendidikan Tinggi	Higher Education Institution
HIV/AIDS		Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICS		Institute for Civil Strengthening
ILO	Organisasi Perburuhan Internasional	International Labour Organization
INPRES	Instruksi Presiden	Presidential Instruction
KKG	Kelompok Kerja Guru	Teacher Working Group
KKKS	Kelompok Kerja Kepala Sekolah	Primary Principal Working Group
KKPS	Kelompok Kerja Pengawas Sekolah	Primary School Supervisor Working Group
KPG	Kolese Pendidikan Guru (khas Papua)	Teacher Education College (only in Papua)
KTSP	Kurikulum Tingkat Satuan Pendidikan	School Based Curriculum
KUA	Kebijakan Umum Anggaran	General Budget Policy (GBP)
LMA	Lembaga Masyarakat Adat	Adat Society Council (ASC)
LMAMTB	Lembaga Musyawarah Adat Masyarakat Teluk Bintuni	Customary Council of Teluk Bintuni
LPMP	Lembaga Penjamin Mutu Pendidikan	Educational Quality Assurance Agency
LPTK	Lembaga Pendidikan Tenaga Kependidikan	Teacher Training Institutions – a generic name for HEI's producing teachers
LSE	Pendidikan Ketrampilan Hidup	Life Skills Education
M&E	Monitoring dan Evaluasi	Monitoring and Evaluation
MDGs	Tujuan Pembangunan Milenium	Millennium Development Goals
MA	Madrasah Aliyah	Islamic Senior Secondary Education

	<i>INDONESIAN</i>	<i>ENGLISH</i>
MI	Madrasah Ibtidaiyah	Islamic Primary Education
MoHA	Departemen Dalam Negeri	Ministry of Home Affairs
MoNE	Departemen Pendidikan Nasional (Depdiknas)	Ministry of National Education
MoRA	Departemen Agama (Depag)	Ministry of Religious Affairs
MPR	Majelis Permusyawaratan Rakyat	People's Consultative Assembly
MRP	Majelis Rakyat Papua	Papua Peoples' Assembly
Musrenbang	Musyawarah Perencanaan Pembangunan	Annual Development Coordination Meeting (ADCM)
NER	Angka Partisipasi Murni (APM)	Net Enrollment Ratio
NGO	Lembaga Swadaya Masyarakat (LSM)	Non Governmental Organization
NZAID		New Zealand International Aid and Development Agency
ODA		Official Development Assistance
OTSUS	Otonomi Khusus	Special Autonomy
PAD	Pendapatan Asli Daerah	Regional Own-Source Revenues
PAKEM	Pembelajaran Aktif, Kreatif, Efektif, dan Menyenangkan	"Active, Creative, Joyful, and Effective Learning"
PDP		Papua Development Programme
PERDA	Peraturan Daerah	Local Government Regulation
PERPU	Peraturan Pemerintah Pengganti Undang- Undang	Government Regulation in lieu of Law
PGRI	Persatuan Guru Republik Indonesia	Teachers' Association of the Republic Indonesia
PGSD LPTK	Pendidikan Guru Sekolah Dasar	Course to upgrade elementary teachers to S1
PGSLTA	Pendidikan Guru Sekolah Lanjutan Tingkat Atas	Teacher training college for senior secondary school teachers
PGSMTP	Pendidikan Guru Sekolah Menengah Tingkat Pertama	Teacher training college for junior secondary school teachers
PMPTK	Peningkatan Mutu Pendidik dan Tenaga Kependidikan	Directorate General for Quality Improvement of Teachers and Education Personnel
PMRI	Pendidikan Matematika Realistis Indonesia	Realistic Mathematics Education Indonesia
PNPM	Programme Nasional Pemberdayaan Masyarakat	
PNS	Pegawai Negeri Sipil	Civil servant
PP	Peraturan Pemerintah	Government Regulation
PPG	Pendidikan Profesi Guru	Post-graduate professional course of one or two semesters to gain certification
PPAS	Pagu dan Prioritas Anggaran Sementara	Tentative Budget Ceiling and Priorities (TBCP)
PSW	Pengawas Sekolah Wilayah	

	<i>INDONESIAN</i>	<i>ENGLISH</i>
RAPBD	Rencana Anggaran Pendapatan dan Belanja Daerah	Regional Government Budget Plan (RGBP)
RAPBN	Rencana Anggaran Pendapatan dan Belanja Negara	State Budget Plan (SBP)
RAPBS	Rencana Anggaran Pendapatan dan Belanja Sekolah	Annual Budget of School Unit (ABSU)
Renja SKPD	Rencana Kerja Satuan Kerja Perangkat Daerah	Work plan for Regional Work Unit
RENSTRA	Perencanaan Strategis	5-year Strategic Plan
RESPEK	Rencana Strategis Pembangunan Kampung	Strategic Development Plan for villages
RKA SKPD	Rencana Kerja dan Anggaran Satuan Kerja Perangkat Daerah	Work and Budget plan for Regional Work Unit
RKP	Rencana Kerja Pemerintah	Government Work plan (GWP)
RKPD	Rencana Kerja Pemerintah Daerah	District Government Work Plan (DGWP)
RPJM	Rencana Pembangunan Jangka Menengah	Medium-term Development Plan
RPJP	Rencana Pembangunan Jangka Panjang	Long-term Development Plan
S1	Sarjana 1	University Degree (Bachelor's)
SBM	Manajemen Berbasis Sekolah (MBS)	School-based Management
SC	Komite Sekolah	School Committee
SD	Sekolah Dasar	Primary School
SI	Standar Isi	Standard for Contents
SIL		Summer Institute of Linguistics
SKL	Standar Kompetensi	Standard Competence for graduation
SKPD	Satuan Kerja Perangkat Daerah	Regional Work Unit
SLTP	Sekolah Lanjutan Tingkat Pertama	Senior High School / Senior Secondary School
SMA	Sekolah Menengah Atas	
SMP	Sekolah Menengah Pertama	Junior High School / Junior Secondary School
SP	Standar Proses	Process Standards
SPG	Sekolah Pendidikan Guru (telah dihentikan)	Teacher training secondary school, (now discontinued)
SPP	Sistem Pembiayaan Pendidikan	School fees
STKIP	Sekolah Tinggi Keguruan dan Ilmu Pendidikan	Higher Education Institute for Teacher Education
UNCEN	Universitas Cendrawasih	Cendrawasih University
UNDP		United Nation Development Programme
UNESCO	Organisasi PBB untuk bidang ekonomi, sosial, dan budaya	United Nation Economic, Social and Culture Organization
UNFPA		United Nations Population Fund
UNICEF		United Nations Children's Fund
UNIPA	Universitas Negeri Papua	University of Papua (Papua Barat)
USAID		United States Agency for International Development

	<i>INDONESIAN</i>	<i>ENGLISH</i>
UT	Universitas Terbuka	Open University
UU	Undang-Undang	National Law
UUD 1945	Undang-undang Dasar 1945	National Basic Constitution
YAPIS	Yayasan Pendidikan Islam	Islamic Education Foundation
YPA	Yayasan Pendidikan Adven	Advent Church Education Foundation
YPK	Yayasan Pendidikan Kristen	Christian Education Foundation
YPPK	Yayasan Pendidikan dan Persekolahan Katolik	Catholic Education and School Foundation
YPPGI	Yayasan Pendidikan dan Persekolahan Gereja Injili	Evangelical Education and School Foundation

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Preface

This report presents the findings of a research to explore opportunities to increase access to and quality of basic education in Papua, Indonesia. The main objective was to find ways to motivate the people of Papua to actively participate in realizing their primary right to qualified education, and to involve them in building good governance responsive to the people's roles in the future.

In October 2009, the Faith-based Network on West Papua Netherlands commissioned a team of consultants to undertake the research. The broad scope of the assignment made a flexible approach and time-frame necessary. In this respect the understanding and support of Jeroen Jurriëns (ICCO) and Marijn Peperkamp (Justice and Peace Netherlands) from the network were highly appreciated by the team.

The team would like to express their sincerest gratitude to those who were willing to share relevant information and provided deeper insights in the education sector, specifically in the Papua situation. We are greatly indebted to Bapak M. Yusuf who was the driving force behind many of our activities in Papua. In Jakarta we received some useful inputs and views from Mr. Arnold van der Zanden, First Secretary and Thematic Expert Education in the Dutch Embassy. Mr. Bagyo Y Moeliodihardjo, lecturer at the University of Indonesia, shared many valuable thoughts and interesting documents on the education sector and its development in Indonesia.

Essential for the accomplishment of this research was the support the team received from Bapak James Modouw, Head of the Provincial Education Office in Papua province. His openness, humour and spirit to improve the education sector in Papua greatly inspired the team. In Papua Barat province thanks to the cooperation of Ibu Bernarda H.M Henan, Head of Provincial Education Office, Bapak Agustinus Sroyer and Bapak Edison Ompe the swiftly organised briefing became a great success, not in the least for all participants who appreciated the organised discussion forum.

The team is indebted to all those who provided relevant data, information and ideas during interviews, focus group discussions and briefings in Papua. Without this information it would never have been possible to compile the current report. We mention just a few of all those we are grateful to: Johanis Rumere who briefly joined the team, Ira Febriana, Rendy Djauhari, Chelsea Tan, staff from the Institute for Civil Strengthening in Papua (ICS) and all those who contributed to the donor matrix. Finally we would like to thank Johan Ceelen for his support, Siswandi Mukharal for his encouragement and critical proof reading and Kustin for her invaluable excel skills.

Finally we are aware of the shortcomings of this report and realise that the wide scope did not allow us to scrutinize all issues that emerged during the research. In this respect, future in-depth study at district level is recommended. We sincerely hope that our findings provide ideas to plan a contribution to realize the right to education for the children in Papua.

Monique Soesman (team leader) & Danarti Wulandari
Jakarta, December 2009

Executive summary and recommendations

The total report presents the findings of a research to explore opportunities to increase access to and quality of basic education in Papua. The research analysed the wide spectrum of the education sector, which are reflected in the different chapters of this report:

- | | |
|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Chapter 1 | presents the background and outline of the research; |
| Chapter 2 | gives an overview of data on access and quality of education in Papua, including appreciation by communities; |
| Chapter 3 | assesses the legal framework using the 4A's approach of the Right to Education Project looking at Availability, Accessibility, Acceptability, and Adaptability; |
| Chapter 4 | goes into the aspects of the formal governance and management system of education; |
| Chapter 5 | analyses the resource envelope; |
| Chapter 6 | deals with the policy and budget planning processes; |
| Chapter 7 | describes present and future education programmes and implementers in Papua; |
| Chapter 8 | puts forward the idea, possibilities, and criteria for success of School Based Management. |

In stead of summarising these chapters, the remainder of this executive summary presents the challenges and recommendations that emerged from this research. For further details on specific topics we refer to the corresponding chapters.

Indonesia's legal framework meets most requirements to guarantee the right to education. However, access and quality of education in Papua is far below national standards, in spite of many efforts taken. Below an overview is presented of the main challenges related to access and quality of education in Papua. Although summed up in the separate categories access, quality and management, most challenges are interrelated.

Challenges related to access

First of all this research addresses the challenges related to access to education. The main challenges are: 1. *Geographical disparities*: the gap between urban and rural areas has widened in the past years, mainly because urban areas have developed rapidly due to increasing immigration. The average years of schooling in rural areas, where 86% of the indigenous Papuans live, is only 2-4 years. In urban areas the average lies between 6 and 10 years; 2. *Gender disparities*: the average years of schooling for girls (5-6 yrs) is much lower than for boys (7-8 yrs); 3. *Low primary and secondary enrolment rates*: primary enrolment has grown between 2004 and 2007, but in Papua Barat province, primary participation is the lowest of Indonesia (86%). Almost half of Papuan children do not continue to junior secondary school after finishing primary education. In both provinces junior secondary enrolment rates are still seriously lower than primary enrolment rates; 4. *Socio-economic disparities*: different socio-economic groups hold different views about education and encourage children accordingly; 5. *Imbalanced availability of education facilities*: the imbalanced availability of schools – in both provinces approximately one third of the villages has no primary school – is a serious challenge.

Challenges related to quality

Secondly the research shows challenges related to the quality of education in Papua. The identified challenges are: 1. *Teachers' availability*: Teacher availability in remote areas where control and monitoring is inadequate, fluctuating and far below standards. This seriously affects the quality of education. There is no significant shortage of teachers, but an imbalanced distribution of qualified teachers. A regional regulation on teachers' rotation has been drafted and is expected to improve the situation. However as the problems are manifold, serious thought must be given to overcome this challenge by reviewing remote regions allowances, facility packages for teachers in remote regions; 2. *Teachers' capacities*: overall teachers lack the capacities to work with a contextualised curriculum and to address multiple problems related to educability, nutrition, language etc. of children in remote regions in Papua. Few provisions are made to train teachers to adapt to linguistic and cultural minorities. The concern to improve teachers' qualifications has been high on the national political agenda since 2005, when the Teacher Law was issued. The certification programme to increase teachers' competences is still facing challenges in the implementation; 3. *School-based management*:

In line with the decentralisation, the school-based management (SBM) model was introduced as a way to improve quality of education. The model still faces many challenges, as the capacities of the district government, the school management and teachers to manage the schools in a transparent and accountable way and use child-centred learning approaches, are still inadequate and affect the quality of education; 4. *Insufficient participation of civil society organisations and communities*: in the SBM model, the role of the civil society organisations and community is significant and imperative to guarantee quality education. However, both civil society, communities and parents in Papua lack the capacity and knowledge to deal with the SBM implementation requirements; 5. *Inadequate and infrequent monitoring standards*: lessons learned from adequately implemented monitoring activities are needed to improve and guarantee the quality of education and to find ways to deal with existing problems. Increasing the frequency of inspection and monitoring is another challenge to be dealt with; 6. *Implementation of contextualised curriculum*: national guidelines provide many possibilities to develop a more contextualised curriculum. Due to a lack of political will, awareness and capacities as well as a somewhat hesitant attitude, teachers do not (dare to) apply a contextualised approach.

Challenges related to management

The last category of challenges is related to the management of education in Papua. These include:

1. *Budget*: since 2005 the national education budget has increased each year. At provincial level the education budget also increases annually. However, the targets of the provincial government budget and of the Autonomy funds have not been reached yet. If these targets would be met, the available funds would suffice to cover the expenses for education for all children in Papua, according to the national norms; 2. *Capacity of the provincial and district government*: provincial government in Papua lacks capacities in budget and action planning, especially in Papua Barat which is only a separate province since 2003.

Recommendations and possible interventions

Below suggestions and recommendations on priorities, possible next steps and interventions are reviewed. These 14 points (under six headings: a-f) are directed at all actors involved in the efforts to improve access to and quality of education in Papua: the Indonesian government from village to the national level, international donors such as Unicef, the Worldbank, AusAID, the European Commission and the Dutch Government, international CSO's amongst whom the commissioning agencies themselves and Papua civil society.

a. Access to education

- 1) Prioritization of rural areas in all interventions in and support for education in Papua.
- 2) Higher participation levels of girls, especially at the secondary level, should obtain serious attention.
- 3) In Papua province the change from primary to secondary education deserves attention. In Papua Barat province however, enrolment in primary education should be the first priority area.
- 4) Implementation of the right to free basic education: Free education policies and the SBM model with related role for community participation should be disseminated on a wide scale and down to grass-roots level. It is recommended that the government at all levels pay more attention (and allocate budget) to disseminate 'free education policies' and the model of 'school-based management' on a broad scale.

b. Regulations and Policy

- 5) Adequate regional regulations and policies: an issue that needs further regulation is the recruitment of teachers and teachers' salaries and allowances packages. In Papua Barat province no regulations are available at all, although there is a pressing need for such regulations. It was suggested to form a team to prepare for drafting regulations. Support could be provided to this team in drafting these regulations.
- 6) Assistance in setting up provincial fora for education: to organize regular meetings with CSO's, government institutions and education practitioners in order to discuss a wide range of education issues and possibly provide recommendations to the local government or give input for new regulations.

c. Local Government Capacity Building

- 7) Improvement of local government capacities in (budget and action) planning: provincial government and many donor organisations have noticed the need for upgrading capacities of local government staff at province and district level.
- 8) Improvement of local government capacities in data collecting and management: apart from data management capacities also the awareness of importance of data for planning and budgeting is insufficient at district level. Serious attention should be given to capacity building at the district level as well as to the improvement of data management in all its aspects.
- 9) Assistance in mapping of donor interventions: it is recommended to arrange a series of donor harmonisation meeting(s) in order to ensure that any future assistance is delivered totally in line with and will strengthen the education sector policy and programme priorities as set by the provincial and district government.

d. Capacity-building on SBM

- 10) Improvement of teacher education institutes: teacher education institutions are in short supply given the huge region that has to be covered. The available institutions can be strengthened by including SBM and curriculum development as well as pedagogic skills to teach in remote regions, creative child-centred learning methods and issues related to the educability of children in Papua.
- 11) Strengthening of CSOs, school committees, education councils and communities: school-based management can only work optimally when the community participates actively in the management of the school. So far, the role of the school committees is poor throughout the country. It is recommended to find ways to strengthen school committees and education councils by involving CSOs and district governments. School committees should not only be strengthened with management capacities but also with skills to create more awareness on participation in education, specifically for girls.
- 12) Development of a SBM model for Papua: investigate whether a SBM model tailored for the Papua situation – instead of just implementing a uniform model – can provide better outcomes for quality in education. Such a model could be based on local wisdom systems, redefine authorities and provide more ready and easy-to-use management tools with room for a contextualised curriculum.

e. Contextualised curriculum

- 13) A contextualised curriculum: the development of a contextualised curriculum in line with national standards and guidelines, adjusted to the Papuan situation must be helped forward by a multidisciplinary team with representatives of the University of Cenderawasih, the PMRI team for mathematics and experts in the field of curriculum development as well as staff from the provincial government. Civil society organisations should advocate a contextualised curriculum at the provincial and district government and the school units.

f. Monitoring

- 14) Improvement of monitoring standards and frequency: monitoring of implementation of all programmes is mentioned in the law and many regulations, but insufficiently described. Indicators for quality and frequency are lacking and as a result, programmes are poorly implemented and insufficiently budgeted. To improve quality of education it is imperative to enhance monitoring, to set up clear and easy to work with monitoring tools and indicators for school-based management and to train all relevant stakeholders including school committees, education councils and church-based education organisations. The monitoring tools should be adequate and appropriate. Poorly staffed schools in remote districts must also be able to use the tools. The development of well-thought-of tools might benefit from the cooperation with church-based education organizations, local universities, monitoring experts and the provincial education office. The allocation of a sufficient budget and a regulation that province governments are mandating the collection and analysis of district monitoring reports, will be a further part of a system that contributes to the enhancement of education quality.

1. Introduction

1.1. Background and objectives of the research

Background

Since its independence in 1945, Indonesia has pledged to guarantee the right to education for all its citizens in its constitution. In a country with such a geographic and cultural diversity equitable access to quality education has been a challenge from the start.

In 2000 Indonesia pledged to work towards the achievement of the Millennium Development Goals (MDGs), ten years after the 'Education for All' declaration in Thailand asserted that everyone has a right to education. One year earlier the decentralization of education was announced, which put responsibilities for basic education service largely at the district level. Over the years many efforts on national and regional level have been undertaken by the government to improve access and quality of education. Notwithstanding these efforts, a number of factors are hampering equal achievement of the right to education. Remote regions – far from the control and reach of the central government – experience the most complex problems. In the two most eastern provinces the education performance indicators, such as enrolment, completion and transition rates, but above all the learning achievements, are worrisome. The net enrolment rate (NER) for children enrolling in primary school in Papua province was 78% in 2008, which is far below the national average of 94.7%.

There is a severe lack in availability of sufficiently qualified teachers in remote areas. Papua is no exception. Adding to this are teacher absenteeism, a non-conducive learning environment, and a curriculum perceived by many as unsatisfactory. Furthermore there is a lack of planning and management skills and committed personnel in schools and district education offices, while pupils, parents and the wider communities either do not feel empowered to claim quality education and/or do not value education that much.

Objectives

It is expected that with the outcome of this comprehensive research of the education sector and its stakeholders, commissioning agencies will be able to plan a constructive contribution to the discussion on the right to education as well as assist in other initiatives aimed at the realisation of the right to education in Papua.

1.2. Brief description of the assignment

The study focuses on basic education and is applied to both provinces in Papua. The research comprises of a description of the education situation, the legal framework, the political context, system and management of the government, the resource envelope and the process of budget planning. Separately the research will come up with recommendations on how to contribute to improved access and quality of basic education in Papua.

The study is the first part of a longer trajectory consisting of two parts:

- Part 1 is an exploratory research that will analyse and describe the legal framework and policies concerning the education sector in Papua and explore the relevant areas and actors that need to be incorporated in the applied research.
- Part 2 comprises an applied research on two or three regencies in the provinces of Papua aimed at
 - a) gaining more insight in access to education and good governance at the village level; and
 - b) improving community participation in education at the village level.

The Terms of Reference (annex 1) for this exploratory research stipulated that the consultants should focus on analyzing and describing the education sector in Papua as well as identifying potential actors and areas to be further explored during the second phase, and the potentials of cooperation on educational purposes in the future.

The expected deliverables have been operationalized in a number of research questions as noted down in the work plan (annex 2) which formed the basis of the chosen methodology. As this research

is meant to provide an overview of the education situation in Papua, a significant part of the information was obtained from desk study (see also annex 4). Data collection in Papua was needed to provide up-to-date figures for statistics. Semi-structured interviews were held both in Papua as well as in Jakarta with relevant government institutions, church-based education organisations, civil society organisations and donor organisations. In total 42 resource persons were consulted.

In total 3 focus group discussions (FGDs) (annex 3) were held with parents and teachers in schools in Wamena, Manokwari and Sorong, to acquire information on their expectations on education issues and to obtain data on the functioning of the school committees. Apart from the FGDs, the research team conducted some direct observations in elementary and junior secondary schools to get an impression of the school atmosphere and to speak with children directly.

The fieldwork in Jayapura (Papua) commenced on 26 October 2009 (discussion of work plan and formulation of research questions and task division) and ended with de-briefings in Papua Barat province on 4 December and in Papua province on 7 December to generate input from local government and non-government stakeholders.

1.3. Outline of the research

This report consists of 8 chapters. Chapter 1 presents the background or rationale for the study and the methods used to compile the report. Chapter 2 to 6 describe the functioning of the education sector in Papua, discussing the legal framework, policy development, governance and management system, resource envelope and budget planning process. Chapter 7 provides an overview of programmes directed to improvement of the education sector and its implementers and turns to identify possible actors that may be interesting for future collaborative activities. Chapter 8 explores the needs and possibilities for a contextualized curriculum.

1.4. Notes on terms and statistics

The research should focus on the two provinces in the Papua region: Papua and Papua Barat. In general Papua will be referred to as one region as the problems and issues in both provinces are mostly the same. In certain cases – when a separate discussion is deemed necessary the terms ‘Papua province’ and ‘Papua Barat province’ are used.

Data cited in this study were taken from a wide range of sources and whenever possible checked with other sources. However it is important to realise that education data are collected from the district level where understaffing and lack of capacity remains a significant obstacle to produce qualified data. Apart from this, the team was informed by both the Provincial Education Office and Bureau for Statistics (BPS) that data at the district level are sometimes marked up for budgetary reasons Bantuan Operasional Sekolah ((BOS, school operational funds, are calculated per student). However the provincial (and national) statistics provide a good indication, even when more in-depth study is needed for precise data.

2. Overview on education sector in Papua

2.1. The local setting

After the resignation of President Soeharto in 1998 the central government was looking for ways to overcome the financial crisis. By introducing a decentralised policy more responsibilities were transferred to province and district level. In line with the ongoing decentralisation in 1999 President Abdurrahman Wahid supported the development of a draft bill on special autonomy for Papua. In 2001 the Special Autonomy Law (number 21/2001) was enacted. The Law gave the provincial government more control over revenues from natural resources, more attention to native Papuan issues and a greater say in economic and political development. After almost 10 years it now can be said that the provincial government has indeed received more revenues, but the central government's approach to implementing the law has disappointed various groups in Papua (Resosudarmo:23). In 2007 after a series of protests, Papua was administratively divided in two provinces: Papua (with 20 districts) and Papua Barat with 9 districts.

The Autonomy Law mentions clearly that education was to be one of the five focus areas in Papua. Serious efforts reflected in the long-term and middle-term plans (including programmes aimed at formal and non-formal education and the issuing of governor decrees on free basic education in 2006 and 2009) have since then resulted in improved access and quality of education. However due to numerous reasons, the region still lags behind in education development compared to other parts of Indonesia. Probably the most crucial factor hindering access to education is the geographical situation, with remote and isolated areas where delivery and monitoring of quality education provides huge and multifaceted challenges. Related to this a socio-economic and cultural diversity provides another challenge.

The two provinces in Papua together cover 42.2 million hectare of land and add up to 22% of the total land in Indonesia, which for a major part is difficult to access. The current population is 2.74 million, of which about 2 million people are living in the Papua province. The population is growing at a rate of 3% mostly because of immigrants as a result of government supported transmigration programmes. This influx of people from other regions in Indonesia provides a different kind of challenge to the Papuan community. Papua province is one of the ten richest provinces of Indonesia with a gross regional domestic product per capita of 27,468.42 million rupiahs (2,953.55 USD) (BPS 2007), but so far these resources have failed to benefit the majority of Papuan people living in remote regions. The two provinces have the highest number of poor people (Papua Barat: 35.12% and Papua: 37.08 % in 2008, BPS) and show the lowest human development index (HDI, a combination of indicators as life expectancy, literacy rate, average years of schooling, average spending per inhabitant) compared to other parts of Indonesia (table 1).

Table 1. Human Development Index (HDI) comparison

	2004	2005	2006	2007
Papua prov.	60.9	62.1	62.8	63.4
Papua Barat	63.7	64.8	66.1	67.3
DKI Jakarta	75.8	76.1	76.3	76.6
Indonesia	68.7	69.6	70.1	70.6

Source: BPS.

Not only the HDI is below national standards, there is also a distinction in education attainment between urban and rural areas. Over 86% of the indigenous Papuans live in rural areas whereas urban areas are mostly populated by immigrants. The disparity between rural and urban areas has grown rapidly. This is reflected in the percentage of population of over 19 year-olds who received no schooling or less than primary education: 51% in rural areas and 6.1% in urban areas. (Resosudarmo: 30). It is therefore strongly recommended to focus education support on rural areas.

2.2. Facts and figures on access to basic education

MDG indicators (such as NER, proportion of pupils starting grade 1 who reach grade 5, proportion of pupils starting grade 1 who complete primary school, proportion of pupils starting grade 1 who complete 9 years basic education and literacy rates) are available for Papua only as NERs and literacy rates (Papua province only). Access to education can also be assessed by looking at number of schools per village, service area per school, dropout ratio and total number of pupils enrolled in basic and secondary education Gross Enrolment Rate (GER). To obtain a comprehensive and realistic impression of the access to education, these indicators will be examined and analysed in this paragraph. Numbers of indigenous Papuan children and non-Papuan migrants participating in education are not available, but as mentioned above most immigrants live in urban areas.

Average years of schooling and gender disparity

A major point of concern is the average years of compulsory schooling, which according to law should be at least 9 years, consisting of primary and junior secondary education. For Indonesia in 2007 the average is 7.50 and for Papua 7.04. BPS statistics show that the average of schooling years in Papua is much lower for females than males (table 2). In rural areas girls often have to take care of younger siblings at home or are required to work on the land outside the villages, which means they cannot attend school. Socio-economic factors in combination with a lack of understanding and awareness of parents on the importance of schooling for girls is the reason for this undesirable situation. More participation of girls in schooling, especially at senior level, should obtain serious attention. Figure 1 (annex 5) shows that the average years of schooling in rural areas is generally lower than in urban areas such as Jayapura and Merauke.

Table 2. Average years of compulsory schooling

	2006		2007	
	male	female	male	female
Papua prov.	6.40	5.20	7.30	5.70
Papua Barat	7.60	6.50	8.10	7.20
DKI Jakarta	10.70	9.60	10.70	9.60
Indonesia	7.90	7.00	8.00	7.00

Source: BPS

Enrolment rates and gender disparities in Papua province

The primary net enrolment rates (figure 2, annex 5) in 17 out of 20 districts in Papua province have grown between 2004 and 2007, with a remarkable increase in Puncak Jaya (14.09%), although this is still far below 90%. In three districts the NER decreased, with an alarming drop in Sarmi (11.76%).

Where net enrolment rates in primary education are promising, for junior secondary in Papua province (figure 3 and 4, annex 5) there remains a considerable challenge as the NER is the lowest in the country and there is an overall negative growth (-0.54%). Good results in access to basic education with growing NER both for primary *and* secondary education have been achieved in 50% of all the districts in Papua province. Figure 5 (annex 5) shows that for senior secondary education the average NER in Papua province is less than 30%. It is recommended to see in how far explanations can be found for the differences between districts by analysing the regional budgets (Anggaran Pendapatan dan Belanja Daerah, APBD) in the applied research.

Data for enrolment according to gender are only available for Papua province. The figures 6 and 7 (annex 5) clearly show that gross school attendance of girls in both primary and secondary is significantly lagging behind. This difference is more evident in second level education. As mentioned above it is recommended to give full attention to gender issues in relation to access to education.

Table 3. NER rates 2007

	Elementary	Junior Sec.	Senior Sec
Papua prov.	90.75	52.34	24.68
Highest district level	97.67	75.15	42.74
Lowest district level	64.53	25.42	7.07
Papua Barat	86.91	61.54	57.47
Highest district level	96.25	79.97	60.05
Lowest district level	65.30	39.83	16.81
DKI Jakarta	93.27	71.26	49.58
Indonesia	93.75	66.64	44.56

Source: BPS.

Enrolment rates in Papua Barat province

For Papua Barat province only figures for 2007 were available. The net enrolment rate for primary education in Papua Barat province is the lowest in the country. Figure 8 (annex 5) illustrates that in 3 districts the NER for primary education is less than 90%. For junior secondary education the average enrolment for Papua Barat is 61.54%, which is only 5% below national level. It is therefore recommended to concentrate efforts on access to education for Papua Barat province on primary level.

The dropout rate in Papua Barat (figure 9, annex 5) per age group shows that high numbers of drop outs appear in junior and senior secondary school. Girls' dropout number in secondary education is remarkably higher (table 4).

Table 4 Dropout rates per gender per age group in Papua Barat province

	7-12	13-15	16-18
Boys	3,84	3,33	11,66
Girls	4,15	12,36	18,20

Source: BPS 2008.

School availability

Access to education in physical terms means the presence of schools within a reasonable distance from home or at least one education unit (school) in every village. In Papua province 955 villages are without an elementary school, which is almost one third of all villages; in eleven districts the average number of schools is less than 1. Figure 10 (annex 5) shows that the majority of villages have less than 0.5 junior secondary school. However if the service area (figure 11, annex 5) of the secondary school is not too large, and affordable transport is available this might not effect enrolment.

In Papua Barat province a total of 403 villages do not have a primary school, also approximately one third of all villages. In figure 12 (annex 5) it can be observed that in all districts except Sorong and Sorong Kota there is less than 1 school per village. Service areas (figure 13, annex 5) for primary schools for districts Sorong Selatan and Kaimana are extremely wide.

2.3. Facts and figures on quality of basic education

Quality of education is assessed by looking at the learning environment and the outcomes of education. The learning environment has a physical and a non-physical component. The latter refers mainly to teachers' capacities, training and availability. The physical component comprises of the existence of appropriate infrastructure and facilities. Are class rooms in proper condition? Is electricity available? Is sanitation adequate? Are students' desks in good condition? What is the number of text-books per student?

Infrastructure and facilities

Related to the condition of schools, the following findings provide a good example of the local situation. In the framework of a study conducted by PT-WTA-Jakarta on the educability of children in Papua recently an inventarization of 24 randomly chosen classrooms all over Papua was carried out.

Data from this research show that only 50% of the classrooms was considered appropriate, in many cases there was no electricity and students' desks were broken. These findings are supported by other sources (UNDP Synthesis (2005:15), FGDs and comments during de-briefing sessions).

Student-book ratio

The ratio of text books per student for Papua province (figure 14, annex 6) is on average one text book for every three students (for Papua Barat province data are not available), and while some schools in urban areas reported books were available for every student, in isolated areas there are sometimes no books at all. Some schools reported BOS funds for books were available but books being ordered by the District or even Provincial Education Office resulted in books not matching the curriculum. Because of the geographical conditions and lack of good infrastructure, the supply of sufficient teaching material and books for schools in remote areas remains a major challenge.

Teachers' issues: absenteeism, over- and undersupply, welfare

Education is delivered by teachers. Hence availability of qualified teachers is crucial in providing good education. Again due to geography issues in relation to teachers are complex. Working in remote regions does not catch the fancy of good quality teachers because:

- school conditions are poor, education equipment and materials often lacking;
- housing facilities for teachers insufficient or even not available;
- no or low allowances for working in remote regions;
- travelling time needed to collect salaries in nearest district office;
- living in remote areas is not attractive, far from relatives and/or spouse and children.

The above-mentioned reasons for the unappealing teaching conditions eventually lead to low commitment of the available teachers (UNDP 2005:22). On top of that it was reported that when collecting salaries in district towns, teachers often carry out side-jobs to make ends meet. Hence many teachers do not work the required minimum of 18 hours a week. Effective instructional time is at stake, school hours might be reduced and the story goes that schools often just close down for a certain period, from several weeks to months because there are no teachers, while salaries continue to be paid. In short the availability of teachers in remote regions is fluctuating and far below standards.

Another issue related to teachers' wellbeing is that 'beating up teachers' by parents. This happens occasionally when parents find their children's study results unsatisfying (FGD, Bakaro, Manokwari). Therefore teachers tend to be careful and during the de-briefing in Papua it was hinted that teachers sometimes fill in the final examinations for the students out of fear for 'unsatisfied' parents.

The student-teacher ratio first appears fine with an average of 1:28 (figure 15, annex 6). However, for remote and isolated areas these figures fail to reflect the real situation of the many small schools do not have enough teachers to teach all classes or the available teachers are not trained at all in the subjects they teach. A study by the World Bank (2009) revealed that there tends to be a shortage of teachers when applying the required minimum standard of nine teachers per school. In remote areas with small or multi-grade schools a minimum of four teachers might be sufficient, provided the teachers are trained for multi-grade teaching. The average number of teachers per school in Papua province is 6. With an average of 12 teachers in urban areas and 3 teachers in remote areas, it can be concluded that there is no significant shortage of teachers but rather an imbalanced distribution of qualified teachers.

Teachers qualifications, training and certification

The quality of teachers is another issue that needs to be addressed. Teachers are not always sufficiently trained to make syllabi based on the curriculum. Old text books and teacher centred learning methods are applied. Teachers lack the ability to apply appropriate assessment standards, let alone adapt to the local situation and pay attention to local culture, history and language. Relatively few provisions are made to train teachers to adapt to linguistic and cultural minorities.

Another issue related to teacher quality brought up several times during interviews with representatives of the church-based education organisations, is the fact that teacher training 'is not what it used to be' and dedication of teachers is considered too low. In a nostalgic longing it was mentioned that in the old days, teacher training was much more geared towards psychology of education and pedagogy; building of morale in young children, about mentality. Those elements no longer receive the amount of attention actually needed to teach the cultural diverse population of Papua.

The concern to improve teachers' qualifications has been high on the national agenda since 2005, when the Teacher Law (Law no 14/2005) was issued. It defines minimum competencies for teachers, in order to achieve four years of education for all teachers by 2015. Through a series of training possibilities teachers can improve their skills and complete a portfolio. Those with the required completed portfolio can apply for the certification. All certified teachers will receive an incentive of one extra basic salary. From the start of the certification programme in 2006 6% of the total 27,543 teachers in Papua province (1823) have been certified and another 8% (2312) are still in the process of certification. For Papua Barat of the total 10,689 teachers, 7.7% (823) is certified and 4% (440) still in the process. The number of teachers already holding a 4-years bachelor's degree are unknown to the team, but the current figures indicate it will take decades until all teachers are certified. Discussions at schools and with PGRI revealed that there is much room for improvement in the implementation of the law. It was reported that many teachers who have obtained the certification are still waiting for the incentive. Furthermore it seems that for many, the main motivation to fulfil the required portfolio is the promised incentive rather than gaining knowledge and teaching skills.

Teacher training institutes

Teacher training institutes and possibilities to become a teacher are few and located only in a limited number of cities. In Jayapura the Lembaga Pendidikan Tenaga Kependidikan (LPTK) or teacher training institute in the Cendrawasih University provides a regular bachelor's teacher training as well as a possibility for young teachers to be nominated (honorary teachers) to use the block system of one month teaching and one month training. In Manokwari the private institution Sekolah Tinggi Keguruan dan Ilmu Pendidikan (STKIP) offers an education programme for teachers on bachelor's level. Through the Open University in Jakarta (Universitas Terbuka, UT) a programme for a four-year graduate programme (AKTA 4) is available.

In 2005, as a way to overcome the shortage of teacher training institutes the Papua Government – upon request of teachers and those concerned with education in Papua – established a teacher education senior high school, called Kolese Pendidikan Guru (KPG) in Timika, Nabire, Merauke and Sorong districts. The KPGs have become quite popular and many students from regions could enrol as their respective district governments pay 15 to 20 million rupiah for the tuition fee to the KPG. The education entails 5 years of education, the first three years are equal to senior secondary education; the last two years lead to a diploma and can be accomplished through long distance learning. KPG's admission policy is to admit students who are dedicated to become teacher. During the education programme a lot of attention is given to building the right skills and mentality to teach in Papua. More appreciation, more support for dedicated teachers is a way to overcome the mentioned challenges. In this context the team recommends strengthening of the KPG and LPTKs in issues as school-based management (SBM), composing a good curriculum, creative learning methods and issues related to the educability of children in Papua.

Learning outcomes

Data on learning outcomes for primary level are only available for Papua province, and hence cannot be compared. However the average score for primary exams was very low: 5.08 (on a 10-point scale) in 2008 and declined to 4.83 in 2009 (source DIKPORA Papua province). It was repeatedly reported that many children graduating from primary school cannot read or write. Sufficient quantitative evidence is not available. This lack of data management in itself is a serious constraint for improving quality of education. For junior secondary level, national data on graduation are available and indicate that both Papua province and Papua Barat province score below the national level. Comments during the de-briefing revealed that although in certain regions participation in education is very low, all children graduate, possibly due to a little 'assistance' by teachers. On the other hand universities complain that the quality of senior secondary graduates is far below standards and extensive matriculation programmes before entering universities in Papua are not uncommon.

2.4. Role and appreciation of local communities

The views of local communities on access to and quality of education services in this paragraph were expressed during the forum groups discussions. The team realises that the small number of FGDs is not representative for the whole region. However, as the schools are chosen randomly and most of the findings are confirmed by other studies and interviews, the outcome of the FGDs is considered to give a reliable impression of the situation. The role and performance of the school committees as part

of the community is discussed in chapter 4. This paragraph on the appreciation of the local community of education services, the main questions are to what extent do parents know about free education policies and what is the view of the community on the quality and importance of the education.

Access

From the FGDs held it becomes clear that the majority of parents are not well-informed on the government policy for free education. For many it is still unclear what is included and what not, and for whom. It seems that information by local and provincial governments on this new policy has not yet reached the target groups. Parents reveal there are many and frequent requests for payments. In the most remote areas visited by the team it became clear that costs for uniforms, writing materials and transportation are felt as a burden for parents. These costs are not part of the free education policy promoted by the government, except for those 'economically not capable'. In some remote regions the district education offices supply uniforms. In spite of the policy for free junior secondary education, entrance fees are still compulsory. High transportation costs form an extra burden for parents with children in secondary education and are a serious constraint for enrolment and the main reason for dropouts.

Quality and importance

In general parents view the quality of education as adequate. However, some state that children in the rural areas are always behind compared to their peers in the urban areas. In Manokwari parents complained that the number of teachers is insufficient. In Sorong parents were not happy with the fact that teachers have to follow training and leave the school for an uncertain period, whereas no temporary teachers were made available. Parents believe that the subjects taught are too difficult for the children and they cannot help with homework. Ironically the process of learning basic skills takes a long time and it was repeatedly reported that children in class 2 or 3 are not able to read and write properly. Some parents claim that in the 'old days' with the method of 'ITU DIA' (a series of schoolbooks designed specially for Papuan children and related to Papuan context, designed by referend Kijne during Dutch period) was used children learned to read and write much faster. During all FGDs parents were convinced of the importance of education, however it is not always the education itself but rather the result or diploma that counts. Furthermore the above mentioned low enrolment rates in isolated regions indicate that parents might have other priorities and force the children to work in the fields instead of sending them to school.

2.5. Conclusion and comparison with other parts of Indonesia

In spite of the many efforts taken, the access to education and the quality of education in Papua is far below national standards. The gap between urban and rural has widened in the past years – mainly because urban areas have developed rapidly due to increasing immigration. In rural areas girls' participation in basic education is seriously lagging behind. The same goes for enrolment rates of junior secondary education in general.

Main findings related to access to and quality of education in Papua**Access**

- The percentage of population of 19 years of age who received no schooling or less than primary is 51% in rural areas and only 6.1% in urban areas,
- The average of compulsory schooling in Papua is 7.04 years, the average for Indonesia is 7.50.
- The average of schooling for females (5-6 years) is much lower than for males (7-8 years). At secondary level the difference in boys and girls enrolment is more evident than in primary.
- The average of schooling in rural areas (2-4 years) is generally lower than in urban areas (6-10 years).
- The primary net enrolment rate in Papua province has grown over the past years, however for junior secondary the NER is the lowest in the country. There is an overall negative growth (-0.54%). The net enrolment rate for primary education in Papua Barat province is the lowest in the country.
- Growing NER both for primary *and* secondary education have been achieved in 50% of all the districts in Papua province. For senior secondary education, the average NER in Papua province is less than 30%.
- Attendance of girls is lower than of boys in both primary and secondary. At secondary level the difference in boys and girls enrolment is more evident than in primary.
- In both provinces in Papua almost one-third of all villages are without an elementary school.

Quality

- The condition of school buildings is below standards, and facilities are insufficiently provided to support the teaching process.
- The ratio of text books per student for Papua province is on average one text book for every three students, and while schools in urban areas reported books were available for every student, in isolated areas there are sometimes no books at all.
- The availability of teachers in remote regions is fluctuating and far below standards. Rather than is significant shortage of teachers, there is an imbalanced distribution of qualified teachers.
- Furthermore, their level of education is below standards, and some teachers teach subjects for which they did not receive any training at all.
- Commitment of teachers is considered too low.
- Relatively few provisions are made to train teachers to adapt to linguistic and cultural minorities.
- Only 8% of all teachers have been certified over the past three years. At this rate, it will take 36 years to have all teachers certified.

Table 8. Comparison with other regions in Indonesia

Province	Adult literacy rate (indicators 2007)		Average years of schooling		School enrolment by age group	
	M	F	M	F	7 - 12	13 - 15
Papua	81.01	68.78	7.30	5.70	83.30	77.80
Papua Barat	92.69	87.86	8.10	7.20	93.20	88.20
NTB	86.79	73.66	7.30	5.80	97.00	84.80
NTT	89.71	84.96	6.70	6.20	93.70	77.30
Average Ind.	95.22	88.62	8.00	7.00	97.60	84.30

Source: BPS.

3. Legal framework related to education**3.1. Legal provisions related to education**

The right to education has been universally recognised since the Universal Declaration of Human Rights in 1948 and has been enshrined in various international conventions. Three years prior to the Universal Declaration, in 1945, Indonesia incorporated the right to education in the constitution in article 31. Later international covenants incorporated the right to education of which the two most important ones are the International Covenant on Economic Social and Cultural Rights and the Convention on the Rights of the Child. The first one was ratified by Indonesia and integrally integrated in a national law (Law No.11/2005); the convention on the Rights of the Child was not fully accepted and a national law on the Protection of the Child (Law No. 23/2002) followed in 2002. In annex 7 an overview is presented of relevant legal provisions (covenants, laws, government regulations nationwide and for Papua. In this respect it must be mentioned that the Papua province local government has issued several regulations to ensure the right to free and compulsory education in all its aspects, whereas no such regional regulations are available for Papua Barat province since the province split off from Papua province. During the research and de-briefing in Manokwari it became clear that all stakeholders in education are waiting for these regulations. It was suggested to form a team to assist in drafting regulations.

3.2. Quick assessment of legal framework

The Right to Education Project (www.right-to-education.org) uses the 4 A's (which stresses on the government to make education available, accessible, acceptable and adaptable) to analyze the progress and implementation of the rights to education. In this paragraph the 4 A's approach is applied to see in how far the government (central and local) has integrated these rights in the constitution, the laws and regulations to ensure they are in force in Papua.

Availability

Availability entails that education is free, compulsory and government-funded and that adequate infrastructure and trained teachers to support education delivery is in place. In this respect both Law No 20/2003 and the Provincial Decree No 5/2006 and the recently issued Governor Decree No. 5/2009 fully support free and compulsory education. Government funds are secured at 20% of the state budget (Anggaran Pendapatan dan Belanja Negara, APBN) according to the constitution and even 30% of APBD in Papua. When looking at existing laws and government regulations it can be concluded that availability of free compulsory education is guaranteed by the government. However contributions such as uniforms or examination fees are still requested from parents. Laws and decrees do not further define the right to free education for '*keluarga ekonomi lemah*' (economically weak) and '*tidak mampu*' (economically not capable). Also the term 'remote and isolated areas' needs further and precise clarification. Availability of adequate infrastructure and trained teachers to support education delivery remains a significant challenge and should be addressed (amongst others) by increased budgets. In this respect it should be mentioned that although government budgets are secured, the government both at provincial and at national level so far fails to spend the total 20% of APBN or regional 30% of APBD. In 2008 a constitutional court decree no 13/PUU-VI/2008 was issued, stipulating an ultimatum for the central government to comply with the minimum 20% share for education (see 3.3.).

Accessibility

Accessibility refers to non-discriminatory education and education accessible to all. Positive steps are taken to include the most marginalised. According to Law Number 20/2003 (articles 5 and 32) education with special services is provided for those in remote areas, isolated areas or less developed regions. The law is supported at regional level by Provincial Decree No. 5/2006 article 9. One way to provide special services is that the local government builds more small schools for grade 1-3 called '*sekolah kecil*'. Simultaneously teachers should be trained to provide special education. Efforts to provide a sufficient number of schools to reduce distance to school are taken but need a major catch up to achieve the EFA goals. Furthermore there is no requirement in the law on a minimum of one elementary school/education unit per village. The team was informed that children sometimes go by boat or have to walk more than 10 miles. No information was available yet on the requirement to submit a birth certificate when registering for school, which is practice in other eastern parts of Indonesia such as Nusa Tenggara Timur and should be checked at district level in remote areas.

Acceptability

Acceptability ensures that the content of education is relevant, non-discriminatory and culturally appropriate, and of quality, that the school itself is safe and teachers are professional and a proper monitoring system is in place. Although the Provincial Decree Number 5/2006 (articles 29 and 37) provides possibilities to adjust the curriculum and use local languages to respond to the local situation, in reality limited use is made of this opportunity. Efforts to establish a contextualised curriculum might be increased by advocating to local government at provincial and district level and the school units. Article 37 of the Provincial Decree stipulates there should be an instruction from the district head to use local language in the first years of education, however national Law Number 20/2003 does not require this instruction, hence the Provincial Decree is in conflict with the national law. Quality minimum standards for education are included in the National Law No. 19/2005 and in the government Decree No. 24/2007 on standards for infrastructure and facilities and Provincial Decree No. 5/2006 including a minimum standard of one textbook per student. Observations in the field and statistics show there is a drastic shortage of textbooks. Also provisions are included in the regulation about minimum safe standards for schools, but reports about the situation in remote regions provide evidence the standards are not adhered to.

Law No. 20/2003 does not include a clear article about the government's obligation to provide sufficient and qualified teachers. In Provincial Decree No 5/2006 article 5 it is stated that the local government has to supply teaching staff needed for all education units. In this respect the government of Papua province has taken several steps (including drafting teacher rotation regulation) to overcome the shortage of teachers and to increase standards of teachers by establishing the Kolese Pendidikan Guru (see 2.3).

Regarding monitoring, Law No. 20/2003 (article 11) stipulates that the government has to ensure the implementation of quality education and to provide funds to ensure this. The Provincial Decree No 5/2006 follows the National Law. Monitoring of implementation of all programmes is mentioned in the law and many regulations. They do not sufficiently describe monitoring (with indicators for quality and frequency), monitoring is poorly implemented and budgeted. It was reported that some of the YPK schools in remote areas are visited by a monitoring team only once a year.

Adaptability

Adaptability refers to the ability of education to adapt to the needs of changing societies and communities and respond to the needs of students within their diverse social and cultural settings and contributing to gender equality. Although the Provincial Decree No. 5/2006 provides possibilities to respond to specific needs of the children in the local context (linguistic and cultural minorities), few steps have been taken so far and no funds been secured to provide a contextualised curriculum or to use the local languages in the first years of education. A positive development is that a provincial decree is drafted (not yet issued) to respond to the dramatic increase of AIDS prevalence and to incorporate HIV/AIDS prevention in the curriculum. The minimum age for employment in Indonesia is 16 years according to Law No. 20/1999, hence in that respect there is no mismatch in terms of school leaving age. For marriage of girls the minimum age is 16, but with parents' approval a younger age is allowed. It would be helpful to draft a regulation to ensure more participation of girls in education.

3.3. Mechanisms to support the right to education

To ensure people's right to education it is necessary to pay more attention to liabilities and sanctions when drafting laws and regulations. Without these sanctions, little action by the public or government is possible to ensure rights for public service delivery. In this respect it is promising that the Teachers Association PGRI took legal action against the government because the 20% budget allocation for education has so far not been met – hence was in conflict with the constitution. The teachers argued this hinders implementation of quality education. Law enforcement in Indonesia remains the biggest challenge for development.

The constitution mentions in article 28F that every person shall have the right to communicate and to obtain information for the purpose of his/her personal development and his social environment, and shall have the right to seek, obtain, store, process and convey information by employing all types of channels. Law number 14/2008 provides detailed information on the openness of public information (Keterbukaan Informasi Publik) as obtaining public information is a human right. In the decentralised model for education, the School-based management model, participation and involvement of the community is of vital importance. However, to exercise this role all parties must be aware of the open-

ness of public information. Public institutions and the people working there should be more aware of the obligation to serve the public and provide information, without reservation, quickly and at low costs. The law needs to be socialised to a wider public and more in depth throughout the whole society and government institutions in order to ensure enforcement of the Law. Transparency in public institutions and a critical community will in the end contribute to access to and quality of education.

3.4. Workability of the legal framework

From the quick assessment of the legal framework, it can be concluded that many laws and regulation are in place but their enforcement and implementation is still weak. Due to the ignorance of the public, the lack of schooling and knowledge of the legal systems, rights are often not claimed such as the right to participate in school committees. On the other hand there are no sanctions included in the law for parents not sending their children to school. At district level a lack of capacities and knowledge of local government staff contributes to the ignorance of people and deprivation of the rights.

4. Formal governance and management system

4.1. Education reform in Indonesia

To understand the situation and problems in the current governance and management system we briefly turn at the historical context against which the decentralised education system was born. Indonesia's schooling system was introduced during Dutch colonial power. It was characterised by a centralised and bureaucratic management and control, which remained in place until long after independence. It was used as a political vehicle to promote nation and character building. But it was also in this period that first efforts were made to provide equitable access to education and the right to education was included in the constitution. During Suharto's new Order Era the centralised approach was maintained 'to produce people for development who have the spirit of Pancasila'. The system was (mis)used as an instrument for social conformity resulting in uniformity leaving little room for individual development and uniqueness (Fasli and Mustafa: 9-10). The financial crisis in 1998 suddenly made people aware of the need to reform and Suharto was forced to step down. A decentralisation was soon set in force by laws and regulations putting bigger responsibilities at the district level.

In line with the decentralisation movement a uniform school-based management (SBM) model was introduced as a way to improve the quality of education. However it was not until 2002 that by Ministry of National Education Decree No. 44/2002 SBM was set into force through the instruction to establish education councils and school committees. From that moment on managerial and financial responsibilities for all levels of public schools were placed at the district level. New district offices of education under the district heads (*bupati*) were now in charge of education management. The Ministry of National Education was mainly responsible for the formulation of national policies and programmes.

The following paragraph discusses the responsibilities, tasks and accountabilities on the different government levels, followed by two paragraphs respectively looking at the factual implementation of the SBM and the performance of school committees and education councils at district level. The next paragraph turns to the management of teaching staff in relation to quality assurance. In the last paragraph of this chapter we examine the monitoring and evaluation system in relation to the expected outcome of the SBM: improving quality of education.

4.2. Organization and challenges in education sector on the various levels

In 2007 several government regulations were issued to fine-tune the decentralised management of the education sector. In May the Ministerial Decree No. 19 (annex 7) was issued on the standard for management of primary and secondary education units as Decree No. 44/2002 lacked in clarity. In July government regulation No.38/2007 was issued, clarifying roles and responsibilities of central, provincial and district government in the education sector. In the attachment (annex 8) to this regulation the task division for the education sector is outlined. At the end of that year Decree No. 50 (annex 7) was made public on the standards for education management at provincial and district level. All these regulations confirm the transfer from central government responsibilities to district and down to school level (SBM).

The government at central level sets the policies, the government at provincial level makes them known and is responsible for the planning at provincial level (five-year strategic plans: RENSTRA) based on the available analysis of statistical data and listed problems and needs in the province. Although the provincial education offices are under the authority of the governor, cooperation with and reporting to the central government is considered good. In line with central government policies the district government is (increasingly) responsible for planning and implementation at district level. According to Law No. 32/2004 decentralisation means the transfer of government responsibilities to the autonomous areas to govern the region and manage local communities' interests according to the national legal system. Too often at district level 'the transfer of management of government services' is translated as transfer of total power, inspired by the fact that the power and authority of the provincial government is restricted by the law and interventions are hardly possible. This interpretation of

power may lead to withholding necessary statistical data by district governments. These data however are needed by provincial governments to fulfil their planning tasks and reporting to the central government.

Good cooperation and mutual respect between provincial and district level are needed to improve the governance of the education sector in Papua. Another challenge is the need for capacity building of local governments to enable them to plan and write their own programmes. Most donors have noted this deficiency in capacity and many programmes are directed to strengthening capacities at district level in support of the decentralisation.

4.3. Implementation of school-based management

The government regulations for school-based management presented above (annex 7) give full authority to the school for the recruitment of students, planning, implementation of teaching activities, design of curriculum (KTSP), management of teaching staff and financial management. On the other hand the schools are fully responsible for their performances and accountable for the finance. Schools are required to involve the community and should support school committees. The school committee has to communicate aspirations of the society and act as a controlling agency to the school performance.

As mentioned above, the SBM model was introduced in Indonesia against the background of the decentralisation movement. The model is internationally assumed as an effective way of improving quality of education and efficient management. It emerged during the eighties from the aspirations in societies in the US, Canada and Australia. However for Indonesia in general and in specific for Papua the question arises whether a uniform model (regardless of school level, size, location, type of community or public and private nature of schools) as introduced by the government is the appropriate approach (Sumintono). Especially for Papua it is legitimate to ask the questions in how far schools in remote or isolated areas with only one or two teachers are capable of implementing this demanding model. The teachers/ principals may lack time and competence to formulate an annual plan, compile a curriculum and fulfil all the administrative demands as well as empowering the school committees. It might be questioned why so many years after its introduction the SBM model has not yet succeeded in fulfilling its original intention in improving the quality of education in Indonesia and not in the least in Papua.

The SBM model is confronted with another challenge: the model requires active participation and involvement of the local society. How can we expect such participation, vocal communities and parents in a country where little more than ten years ago criticism on the performance of the government was not appreciated. This model requires a dramatic change in attitude. Can we expect such changes in Papua where the majority of parents have not even finished basic education? On top of that, many people still think that education is the full responsibility of the government.

During meetings in and around Wamena, Manokwari and Sorong it became clear that the above presented assumptions are true for randomly chosen schools. A quick assessment of the main components of SBM reveals the following. School committees do not function optimally, and parents are not well informed on their rights to require good education services, a student-centred approach, and good curricula. It might be worth to find out whether an SBM model tailored for the Papua situation – instead of just implementing a uniform model – can provide better outcomes for quality in education. Such a model could be based on local wisdom systems, redefine authorities and provide more ready and easy to use management tools, in which there is room for a contextualised curriculum.

4.4. Role and performance of school committee and education council

The real start of the SBM was marked by the Minister of Education in 2002 (Decree No. 44/2002) on the establishment of education councils (*Dewan Pendidikan*) and school committees (*Komite Sekolah*). In every district there should be an education council and for every school a school committee. The regulation is very clear on the establishment and role of the council and the committee and on whom should take part in it. The district head and, at school level, the principal must facilitate a democratic process to establish both bodies.

The role of school committees is autonomous. The committee has to facilitate community aspirations and practice transparency, accountability and democratic management. The committee is an advisory, supporting, and controlling agency and acts as mediator between government and community at the school level. The committee amongst others evaluates and supervises the school policy, programmes and expenditures, it checks and subscribes the school (financial) plan and communicates with the parents. The education council has the same role at district level, coordinates all schools in a district and mediates with the Peoples' Assembly at district level.

In a society that is not used to voicing its rights, it can be expected that it will take a long time before the role and responsibilities of these two bodies in Papua will be developed to its fullest. In practice not all schools have a school committee established as was the case for the school in Bakaro (FGD). District heads and principals will have room to advance their own agendas, because the community will not object out of ignorance and because the current generation of parents was raised in a period where voicing ones own opinions and rights was not appreciated.

As the role of the council and the committee is crucial and they form the key to the bottom-up approach needed for the SBM model, further strengthening of these bodies is needed. In Papua where the literacy rate is the lowest in Indonesia, a thorough understanding of the role of the school committees cannot be expected in the near future. District governments together with school management should set out to involve and educate the society. This might be a task in itself in line with intensive literacy and community building programmes. As long as the communities are not equipped for this task, efforts to reach access and good quality of education should therefore not be expected from the school committee. It is recommended to put increased responsibility at provincial and district level for a certain period to come, and simultaneously strengthen education council and school committee through CSOs.

4.5. Management of teaching staff

According to government Decree No. 38/2007 teachers for state schools – and in Papua teachers at YPK, YPPK and YAPIS schools are also civil servants – are appointed (and fired) by the district governments. School units are allowed to hire *guru honorer* directly. YPK schools usually hire *guru honorer* and after proven suitability, YPK suggest to the district government to employ this teacher, and by doing so making sure that staff in YPK schools fit in the YPK profile. Now that teachers working for the church-based education foundations are also civil servants they no longer feel responsible for the schools, nor do they feel accountable to the church foundations. As inspection and teachers assessment is seldomly done because of financial reasons, the church-based education foundations struggle to maintain quality.

A study by the World Bank on Teachers' Employment and Deployment in Indonesia (World Bank 2005) reveals that there is no shortage of teachers but rather an uneven distribution in Indonesia. The refusal to being posted to remote areas (see paragraph 2.3) has seemingly resulted in a shortage, although civil servants are supposed to serve wherever they are posted. District governments do not always transfer teachers to regions where they are most needed. It was reported that teachers can make arrangements and transfers to preferred regions. The World Bank report recommends staffing of remote schools on the basis of number of students, but with weighing at smaller schools.

Another policy recommendation is to continue to determine teacher salaries nationally and to set location allowances also nationally. Furthermore provisions ought to be made for additional allowances locally funded from local revenue. The existing policy to require teachers to work for a certain period in remote areas is insufficiently specified and implemented. Specific attention should be given to the implementation of the location allowance mentioned in the Teacher Law. All available reports on Papua as well as the findings of the team and FGDs indicate that staffing in remote areas should receive more attention in the endeavour to achieve quality education. From the FGDs the team found that teachers also work as motor taxi drivers in the harbour to earn an extra income – at night so the pupils will not find out.

4.6. Inspection and evaluation

Both governor and district heads are in charge of inspection and evaluation but boundaries are not clear. Noticeable is that district heads must inform the provincial government of the outcomes of the evaluations but not on the statistical data or the problems they have listed.

Provincial and local district governments share responsibilities in inspection and evaluation for all eight government programmes:

1. Compulsory education
2. Increasing enrolment rates of secondary education
3. Literacy programme
4. Quality assurance of school units
5. Capacity building of teaching and non-teaching staff
6. Accreditation
7. Increasing relevance of education
8. Fulfilment of minimum standards in education.

The central government is responsible for setting the standards and making the guidelines for inspection. The provincial government has a coordinating, overseeing role and gives recommendations to district governments if standards are violated. All findings of the provincial government are reported to the Ministry of Education. The district government has the authority to take decisions regarding the compulsory education programme, also on employment of teachers. Schools are requested to manage the school unit and evaluate its own performance, monitored by the school committee. Schools will give recommendations to the district government regarding teachers' performances. The team however did not find monitoring standards and forms for the mentioned programmes and the SBM model as such. UNICEF mentioned to have established indicators to measure the SBM model implementation. Currently a pilot study is carried out within the framework of the Australia-Indonesia Basic Education Programme to develop self-evaluation standards. The result of the study and the evaluation tool will be submitted to the Ministry of Education.

Interviews revealed that funding for inspection and evaluation – because of long distances and geographical conditions - is not adequate to conduct regular inspection. The inspection board of YPK (PSW-YPK) informed the team that inspection to their schools in remote regions - because of long distances and geographical situation - was conducted once a year only.

To improve quality of education it is imperative to enhance inspection, to set up appropriate monitoring systems and to train all relevant stakeholders including school committees, education council and church-based education organisations on how to conduct good monitoring. Finally the central government must give the province the mandate to monitor district level performance.

5. Resource envelope for education sector

5.1. Overview of current situation

National

As a prioritized sector in both the national and regional development scheme, education receives a relatively large proportion in budget of respective strata. By Article 31(3) of the 1945 National Constitution, the state is under the obligation to allocate a minimum of 20% from the total state budget and from the regional government budget for educational purposes. Any block grants from donors are included in the state budget or regional government budget, whereas any direct cooperation programmes (for example to district governments) from donors are not. To strengthen these stipulations in the national constitution, Article 34(1) of National Law 20/2003 on the National Education System, mandates that *"the Government and Regional Governments are to ensure compulsory education free of charge at least on the level of primary education"*. Article 49 further affirms that in terms of funding for education there should be at least 20% of the state budget and at least 20% of the regional government budget allocated to the education sector. However this minimal allocation percentage of 20% is not implemented in a consistent manner yet by the government, neither in terms of the total amount allocated for the education budget, nor in terms of allocation or allotment mechanisms.

Following the reformation of the Indonesian government system in 2001, the decentralization process began to take shape where the authority and responsibility for the management of basic education changed from central government to regional government, especially to the district/municipality and school levels. Education funds are now channelled directly towards regional government in the form of grants, in compliance with Government Regulation no. 48/2008 on education funding, with the exception of decentralization funds, supplementary funds, and Special Allocation Funds distributed to districts. Similarly, education funding for schools is provided by the national and regional government in the form of grants, as mandated in the Law on National Education System 20/2003 and Government Regulation 48/2008 Article 83(1). Thus, the school as an institution possesses the authority and responsibility for the management of education funds by applying *swakelola*, or self-management concept. By using this concept, schools are expected to take a central role in the planning and execution of classroom rehabilitation and procurement of other learning facilities by involving the surrounding communities, without the necessity for tender processes with (outside) contractors. However, the implementation of this concept still faces major challenges both at the school and the community level.

Since the decentralization, the district/municipal authority plays a major role in funding the education sector, with the composition of funding being approximately 30% coming from the central government 5% from the provincial government, and 65% from the district/municipal government (see Draft Long term Development Plan on Education Sector 2010-2014). In order to avoid overlap in funding in the education sector, the central government has regulated the matter in a Regulation (PP No.38/2007) on Division of Government Affairs for Central Government, Provincial Government, and Municipal Government.

Table 6. Intergovernmental education funding arrangement

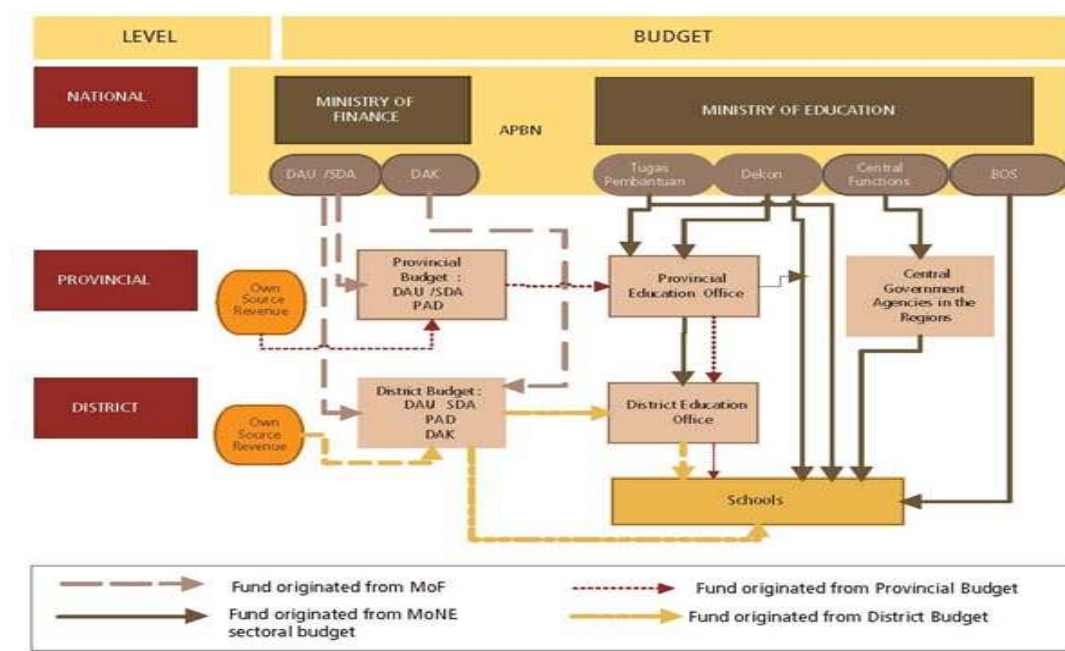
	Central	Provincial	Municipal
Primary financial responsibility	<ul style="list-style-type: none"> higher education 	<ul style="list-style-type: none"> secondary education vocational education special education services 	<ul style="list-style-type: none"> early childhood education basic education non-formal education
Additional Aids/ Subsidy	<ul style="list-style-type: none"> early childhood education basic education secondary education non-formal education special education special education service 	<ul style="list-style-type: none"> early childhood education basic education non-formal education higher education 	

Source: PP No. 38/2007.

The central government funding is channelled to the provincial and district/municipal governments in the form of General Allocation Funds, Special Allocation Funds, and profit sharing of natural resources. Others funds are conveyed through the Ministry of National Education, the Ministry of Religious Affairs and to the schools and/or directly to students.

The National Ministry of Education allots decentralization funds and aid funds, which are channelled through the Provincial Education Office. Some of the decentralization funds are managed by the Provincial Education Department for the benefit of the schools, in accordance with the policies as outlined by the Ministry of Education. The National Ministry of Education also channels some funds directly to schools and students in a programme called School Operational Assistance (SOA).

Figure 16. Flow of funds of education expenditures



Source: *Investment on Education In District/Municipal Level in Indonesia, World Bank Report, 2008.*

School Operational Assistance (SOA)

Since the start of School Operational Assistance (SOA) in 2005, schools receive most of the funds directly from the central government to finance their school operations. Before 2005 the district/municipal government funded elementary and secondary schools, while parents contributed between 5% and 17%. The SOA programme compensates for the deletion of fuel oil subsidies to schools and is aimed to finance compulsory education. The SOA programme aims to ease the public burden of financing the 9-year compulsory quality education project. The amount of SOA funds received by a school depends on the number of students enrolled in the school. For the elementary level, the government budgets 397,000 IDR per student per year, while at junior high school level 570,000 IDR is allocated per student per year. These funds are allocated for the procurement of laboratory equipment, teacher welfare, improvement of qualification of teachers, rehabilitation of school buildings, scholarships, procurement of textbooks, and national examination fees.

It was estimated that in 2006, the SOA programme took nearly 25% (€ 855.38 million) of the total central government funds for the education sector to cover for around 41 million students of elementary and junior high school. In Papua, the annual disbursement of SOA for the year 2009-2010 is € 8.65 million for approximately 283,343 elementary school students while € 4.02 million was channelled for 91,647 junior high students. Meanwhile, in the province of Papua Barat SOA funds disbursed amounted to € 3.91 million for 127,889 elementary school students and to € 1.56 million for 35,641 junior high students (data taken from the Summary List of SOA Funds for elementary and junior high school, Papua Barat Province TA 2009 (adapted)).

Currently, the SOA becomes the primary funding source for schools and thus it plays a very important role. However, the teachers in Papua admit that the amount of SOA funds they receive is not sufficient yet to cover the needs of the school, especially in a region such as Papua, where the price of goods and transportation costs exceed those in other regions. According to the teachers, it is not fair to equate the amount of SOA funds allocated for all regions. The number may suffice the needs in Java region, but in Papua the same amount is far from sufficient. Moreover, the amount of SOA funds to be channelled was based on the economic situation in 2003, and there has not been any revision since.

In schools visited by the research team, most of the SOA funds are allocated for textbook purchases, teachers' salaries and food, sports and scientific laboratory equipment purchases, as well as furniture and school reserve funds. If there are any remaining funds, the school utilises the excess to buy uniforms for the new first-grade students. The SOA funding allocation is set by the board of teachers; in some cases after consulting with the school committee. In other cases there was no consultation at all.

Papua

In Papua, the funds provided by the central government in the form of grants or block grants include the General Allocation Fund (GAF), Revenue Sharing Fund (RSF), infrastructure funds, and Special Autonomy funds. Since the enactment of Law 21/2001 in Papua, the Special Autonomy funds are the largest funds being allocated in the education sector in Papua.

Autonomy Law Article 34 states "Special Autonomy Funds in the amount equivalent to 2% of national General Allocation Fund is primarily intended to finance education and health." More specifically, Article 36 states that at least 30% of Special Autonomy Funds received is allocated for education. Further, the concrete arrangement on the amount of Special Autonomy Funds designated for education has been established through Local Government Regulation 5/2006 on the Development of Education in Papua Province. According to the provisions of Article 45, the budget for education in Papua province is sourced from: (i) at least equal to 30% of the Special Autonomy Funds; (ii) at least equal to 30% of the revenues from the mining for natural resources of oil, and (iii) at least equal to 30% of the revenues from the natural resources of natural gas mining.

The Governor of Papua Province published Governor Law No. 5 Year 2009 'on free and compulsory basic education and on reducing the costs of education for indigenous Papuan students at the level of secondary education. The Governor Law states that education costs that are for free include (1) unit costs of education, including tuition, registration and textbook fees, contribution of development, test and examination fees, cost of completion and graduation, cleaning and security service fees, costs of extracurricular activities, and the cost of teacher study exchange visits; (2) the cost of education management, among others contribution to the work of the education unit, and (3) student personal costs, including national uniforms, books, stationery and attributes.

The province of Papua Barat has not issued any regulation specifying the implementation of education. Hence, the Papua Barat provincial education department uses national legislation as a basis for setting policies, programs, and funding education.

5.2. Trends

National

Since 2005, national education expenditure has increased every year. From 2005 to 2008 the percentage ranged between 13% and 15% of total national expenditure, but in 2009 education expenditure reached the targeted 20% or the amount of € 15.95 billion (see Table 7 and figure 17, Annex 9). The budget is managed by the central government and regional governments. A large part of this budget is managed by the central government being channelled through the National Ministry of Education, the Ministry of Religious Affairs, the National Library, and other departments. The education budget as transferred to the regions is € 9.07 billion (56.83%).

Table 7. National education expenditure (central, provincial, and district/municipal) 2005 - 2009 (x billion euros)

Item	2005	2006	2007	2008	2009
Education Expenditure (1)	5.63	7.88	9.12	11.34	15.95
Total of national expenditure (2)	40.62	51.68	59.11	76.93	79.78
Percentage (1) towards (2)	13.90%	15.30%	15.40%	14.70%	20.00%

Source: World Bank Report (2008) and ICS (2009), processed.

Papua

The education budgets for Papua province and Papua Barat province also increase annually. However, the percentage target of 20% from Regional Government Budget and 30% of Special Autonomy Funds¹ have not yet been reached. Both in the Province of Papua and Papua Barat, the education budget still ranges only between 2.4% to 5% of the total annual regional government budget. The Provincial Special Autonomy funds reaches 23.5% in 2010 for Papua province, whereas in Papua Barat nearly 40% of the Provincial Special Autonomy funds was allocated to education funding (see tables 8 and 9 and figure 18 Annex 9).

Table 8. Provincial Education Budget 2006-2010 (x million euros)

Year	Regional Government Budget (RGB)	Provincial Special Autonomy Fund (SAF) (40 %)	Education Budget Amount	% towards RGB	% towards Provincial SAF
2006	301.39	97.26	15.25	5.06%	15.68%
2007	450.53	120.40	15.65	3.47%	13.00%
2008	419.16	143.04	17.59	4.20%	12.30%
2009	395.54	80.30	17.78	4.50%	22.14%
2010	394.19	80.30	18.80	4.77%	23.41%

Source: Papua ICS and Fitra Jakarta, 2009.

Tabel 9. Education Budget of Papua Barat Province 2008-2010 (x million euros)

Year	Regional Government Budget (RGB)	Provincial Special Autonomy Fund (SAF) (40 %)	Education Budget Amount	% towards RGB	% towards Provincial SAF
2008	159.83		5.42	3.39%	
2009	221.83	34.40	9.47	4.27%	27.52%
2010	583.06	34.40	13.76	2.36%	39.99%

The figure of 20% itself seems to be subject to multiple interpretations among various groups. Some consider the 20%-norm of education funds as the funds managed by the Department of Education. Others say that education does not necessarily only refer to the programmes implemented by the Department of Education, but that education and training functions conducted by other agencies aimed at public education should also be included. This would mean that the budget for public education of other agencies should be included in calculating the 20% target. On the other hand, it should be noted that some other programmes that are less related to education, such as sports, tourism, cultural development and youth activities, are still listed in the budget of the Department of Education (see Annex 9).

The Provincial Education Budget of Papua Barat significantly increased with 57% in 2009 and 65% in 2010. This growth was probably caused by the fact that some Special Autonomy funds flow into Papua Barat province now, which in previous years were managed entirely by the Province of Papua. In 2009, the education department of Papua Barat Province financed the whole compulsory education programme using Special Autonomy funds, to the amount of € 3.48 million.

¹ The proportion of 30% of revenues for the mining of natural resources of oil and natural gas from the central government to the provinces of Papua and West Papua can not be identified here, because the amount of Special Autonomy Funds is not included in detail in Regional Government Budget (RGB) documents.

In the provinces of Papua and Papua Barat, the compulsory education programme receives the largest portion of allocation in comparison to other programmes, while being entirely funded by Special Autonomy Funds (see figure 19 and 20, Annex 9). Surprisingly, in 2009 Papua province decreased the budget for the compulsory education programme to € 0, whereas in 2010 the local government budgeted for € 5.72 million. The reason for the elimination of the compulsory education budget from the regional government budget in 2009 is unclear. The compulsory education programme did not receive any allocation in the regional budget, whereas in fact in the same year the Papua Governor published Governor Law 5/2009 confirming its commitment to free compulsory education. It is possible however, that in 2009 all compulsory education programmes in Papua Province were financed by education decentralization funds (DAK), originating from the central government.

Besides being funded by the regional government budget, the education sector in this province is also financed by the decentralization fund which is a substantial amount of money. Decentralization funds are derived from the state budget and managed by the Governor being the government representative responsible for all revenues and expenditures in the framework of implementation of decentralization. Papua province received education decentralization funds for the amount of € 27.44 million in 2008, and their numbers increased in 2009 to € 39.08 million. Papua Barat received € 10.65 million in 2008 and € 13.12 million in 2009².

Education budget orientation

At first glance, the education budget in Papua gives the impression that it is already public-oriented in nature, since the composition of the budget use for public or direct expenditures looks consistently much greater than that for indirect expenditures. However, on closer inspection, it becomes obvious that within the direct expenditures there are too many administrative expenditure items included, which tend to be used for the benefit of bureaucracy.

Within in the education sector budget of Papua province 2009 for example, the largest allocation of direct expenditures was for personnel expenditures, which took 61% from overall budget. The personnel expenditures here include non-permanent staff honorarium, executive committee honoraria from both civil servants and non-civil servants, and honorarium for instructors/ resource persons involved in the education activities. Purchase of goods and services took about 23.4% of the total education budget and were spent for matters associated with office administrative services, which include mailing services, office stationery, printing and photocopying costs, official travel costs, meetings and coordination costs, telephone, water, electricity, building maintenance and office/ operational vehicle services costs, and the cost of food for employees. Further, the remaining fund, which is about 15.5% of the budget, was used for capital expenditures. Capital expenditures, which are expected to directly benefit the public, include the procurement of computers for schools, school libraries and the provision of textbooks, school furniture procurement, land procurement for educational facilities, learning media procurement, construction of school buildings, etc.

Meanwhile, in 2009 Papua Barat received the biggest portion for capital expenditures, which was 76.95%. It was obvious that the education budget in 2009 on Papua Barat has been public-oriented in nature.

Table 10. Budget estimate of direct and indirect education expenditures in Papua (x million euro)

No	Items	Education Ex- penditure Budget	Indirect Expenditure	Direct Expenditure		
				Employees	Goods & Services	Capital
1	Papua Province	17.78	2.09	9.56	3.66	2.42
	Percentage		11.73%	53.77%	20.61%	13.64%
2	Papua Barat Province	9.47	0.30	0.38	1.73	7.06
	Percentage		3.12%	4.04%	18.29%	74.55%

² Presidential Regulation No. 105/2007 on Details of the Central Government Budget 2008, and Presidential Regulation No. 72/2008 on Details of the Central Government Budget 2009

District level

In line with the decentralization policy, every district/municipality has a major responsibility in the management of education. This is reflected in the education budget, which is larger than the provincial budget. For example, where in 2009 the province of Papua Barat budgeted € 9.47 million for education, Manokwari District spent € 10.87 million or approximately 17.51% of its regional government budget on education. However, in terms of expenditure composition, Manokwari District allocated more budget towards indirect expenditures (routine spending) than towards direct expenditures (programme spending). Routine expenditures were budgeted at € 6.55 million or 60.27%, while programme expenditures were € 4.32 million or about 39.73%. Thus it can be said that the composition of the education budget in the Education Department in Manokwari District is still far from being public-oriented.

Table 11. Budget planning of the Education Office in Manokwari District 2009 (in euros)

Programs	Budget
Indirect expenditure	6,550,639
Salary and allowances of civil servants	6,550,639
Direct expenditure	4,318,180
Official administrative service programme	274,678
Officer facilities and infrastructure improvement programme	37,500
9-year compulsory basic education programme	2,479,020
Secondary education	928,488
Non-formal education programme	78,804
Education quality and work force improvement programme	43,077
Education service management	364,287
Youths activities and sports	73,077
Total	10,868,819

Table 12. Budget planning for education in other governmental offices in Manokwari District in 2009 (euros)

Provision of scholarship and educational assistance for native Manokwari students	484,255
Scholarships and educational assistance and increasing IHE in Manokwari regency	307,692
Provision of scholarship for science major collegiate students and cooperation programmes with UKI (Indonesia Christian University)	237,888
Scholarships and educational assistance and increasing IHE in Manokwari regency	0
Total	1,029,836

Forced to embezzle?

In 2006, some block grants from the Special Allocation Fund in Education Department of Manokwari regency were being managed by businessmen united in ASPAP (Papuan Native Businessmen Association) for the rehabilitation of some school buildings.

A Special Allocation Fund fraud case is now being handled by the Manokwari District Court with the defendants being the former Head of the Education Department of Manokwari District and the former Head of Education Department of West Papua Province. At the trial, the defendants admitted that they had suffered from threats and violence while in office by ASPAP rogues demanding SAF to be given to them (Media Papua, edition of 3 November 2009).

rehabilitation does not apply the self-management concept well. In practice, the local education department still intervenes by offering tenders to the contractors instead of transferring the funds to the school. The schools also take the same action once they receive grants from the government for school rehabilitation. The self-management concept seems to face many challenges from construction entrepreneurs in the region.

The contribution of school fees for elementary and junior high students

Although it has been clearly established that basic education (elementary and junior high school) is compulsory and free for all students in all schools, some schools still collect additional fees from students, especially at private elementary schools in urban areas. This school fee ranges from € 0.77 up to € 1.54 per month. These contributions are usually used to increase salaries of teachers on a contract base, who are not paid by the government. For junior high school level, both for private and state schools, students contribute larger amounts.

Continuing into junior high school, parents face several additional costs. Parents must pay an annual registration fee of € 6.15, a fence fee of € 0.77 to be paid monthly, tutoring classes for the 3rd grade junior high school students which on average is € 1.54 per month, and fees for extracurricular activities which come in various amounts. Parents living in the villages with children attending junior high school in the city, have to spend additional costs for lodging, meals, transportation, or for a parent joining to live in the city. It is custom in Papua that when the children go to school in town, their mothers accompany them to the city, so the children will study well and be safe.

Budgets for school foundations

At the moment funding for school foundations in Papua is largely supported by the government. Besides receiving school operational assistance (SOA), since 2009 five school foundations in Papua province have received additional funds from the regional government budget for an amount of € 152,615 in 2009, decreasing to € 88,808 in 2010. On the contrary, in Papua Barat province there is no specific allocation for school foundations. School foundations in Papua Barat have claimed that they have applied for special funds already many times. According to the provincial education department staff in Papua Barat, there will be a fund for school foundations in the budget for 2010.

However, the boards of the school foundations in Papua complain about the lack of government funding, while at the same time they have to implement the free-of-charge compulsory education programme successfully. Actually, from the beginning the Catholic Education and School Foundation (YPPK) and the Christian Education Foundation (YPK) have stressed the principle of self-sufficiency towards their schools. However, the financing of the management needs of the schools is presently taken over by the government. The self-sufficiency concept within YPPK provided through patterns of solidarity and subsidy has weakened. Meanwhile, the decision made by YPK and its community to use 6% of the congregation funds for education managed by the foundation, also did not work as expected. On the village level, YPK once applied the concept of community gardens with traditional *sasi* system. The crops were given to teachers who taught in the local villages. The programme did not last however and is no longer in place.

5.3. Review on resource envelope in relation to access for all

Due to Special Autonomy Law, Papua now becomes the region with the highest regional budget (APBD) after DKI Jakarta. Nevertheless, the size of the budget does not necessarily improve the education of children in Papua. The budget allocation given for education is relatively small and far from meeting the needs of all school-age students in Papua. The requirement stipulated by national law of allocating 20% of regional government budget to education and by Special Autonomy law of 30% of Special Autonomy Funds have not been adhered to by the regional government in Papua. To increase the expenditures for education in such a way that they benefit school-age students in Papua, good planning capacities of regional and district governments are needed, as well as monitoring and audit of the implementation of the budget. Furthermore, support from local NGOs and a higher commitment from the legislative members of the regional government would certainly increase the likelihood of success.

Although the government has allocated SOA funds to improve access to basic education, these funds only cover the operational costs of schools. Direct subsidies to poor students, namely for example by providing free school uniforms, are still very minimal. Furthermore, subsidies for school transportation, procurement of books and stationery, and other school supplies are almost non-existent. Thus parents still have to bear the relatively high cost of additional needs. Students from poor communities are the least likely to seek education, especially in the city, since they cannot cover these additional costs.

Based on the calculations published by the Central Bureau of Statistics BAPPENAS, and by UNDP, the standard cost of education in Indonesia each year is € 90.36 per student for elementary school, and € 175.62 per student for junior high school. The costs of primary education include investment costs (construction / building rehabilitation, salaries of education staff); operational costs (stationery, props, books, part-time teacher honorarium, etc.); students' personal expenses (uniforms, writing books, shoes, bags, transportation, breakfast, etc.). However, these calculations do not take into account regional differences, such as high transportation costs in Papua, where large distances have to be covered by students and teachers.

With reference to the above standards, and assuming that the number of children aged 7 to 15 years in Papua amounts to 498,853 and in Papua Barat to 117,823, the funds required to realise compulsory education for all children in all schools of Papua is estimated as follows:

Table 13. Estimated education expenditure for all school-aged children in Papua (based on population data in 2009)

Age (yrs)	Cost per child (euro)	No. of children Papua Barat	Papua	Total (euro) Papua Barat	Papua
7 to 12	90.36	126,493	343,655	11,430,102.08	31,053,194.50
13 to 15	175.62	51,330	155,198	9,014,337.69	27,255,156.46
Total				20,444,440.78	58,308,350.96

The total costs above is not necessarily a large amount for Papua province and Papua Barat province, which both are rich in sources of funds. The calculations below provide an estimation of the funds needed from Special Autonomy Fund and SOA funds to cover for the costs of education for all children within the age of compulsory education in Papua:

Estimation of funds (in euro) needed and available according to 30% allocation (Papua province)	
The total cost of basic education needs in the Province of Papua:	58,308,350.96
Funds provided by the central government through SOA:	
SOA fund for Elementary School: 343,655 children x € 30.54 =	10,494,695.00
SOA fund for Junior High School: 155,198 children x € 43.85 =	6,804,835.38
Total SOA fund elementary and junior high	17,299,530.38
Needed Funds allocation in Regional Government Budget (RGB):	41,008,820.58
Special Autonomy Fund of Papua 2010: 30% of € 200,753,076.923	60,225,923.08

Estimation of funds (in euro) needed and available according to 30% allocation (Papua Barat province)	
The total cost of basic education needs in the Province of Papua Barat:	20,444,439.78
Funds provided by the central government through SOA:	
SOA fund for Elementary School: 343,655 children x € 30.54 =	3,862,901.62
SOA fund for Junior High School: 155,198 children x € 43.85 =	2,250,623.08
Total SOA fund elementary and junior high	6,113,524.69
Needed Funds allocation in Regional Government Budget (RGB):	14,330,915.08
Special Autonomy Fund of Papua Barat 2010: 30% of € 86,000,000.00	25,800,000.00

Based on the estimations above, by meeting the requirements of allocating 30% of Special Autonomy Fund to education, combined with the SOA fund transferred from the central government, Papua indeed should have been able to finance the education for all children within the age of compulsory education in all the territories of Papua.

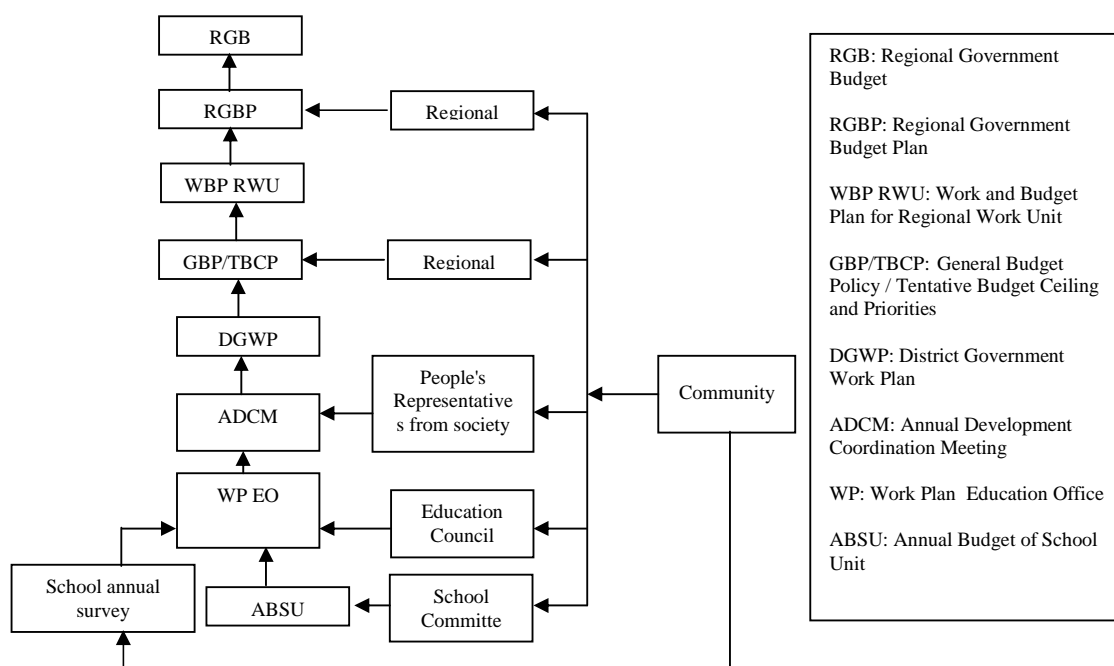
6. Policies and budget planning

Decentralization and autonomy in education require capacity of education units and the stakeholders in planning, management, and oversight of the budget and education expenditure. At school level, community participation should be coordinated by the school committee. At district government level, aspirations should be reflected by involvement of the education council in decision-making related to education policies.

6.1. Process of budget planning

The National Education Law states that education budget planning from central government down to school level must refer to the long-term development Plan (LTDP), medium-term development plan (MTDP), government work plan (GWP), and 5-year strategic education plan at each level. This is consistent with what has been prescribed by the National Law No. 25/2004 on National Development Planning System.

Figure 21 Framework for annual education budget planning process



Source: Interview with head of local government budget planning province of Papua Barat, Law 24/2004 and PP 58/2005 (processed)

On the regional level, aside from being consistent with the local government's MTDP and 5-year strategic plan of the Education Department, the education budget should accommodate the planning documents of Annual Budget of School Units (ABSU). The information from these schools combined with other requirements set by the Department of Education, i.e. teachers' salaries and office needs for education management, must then be incorporated in the work plan for the regional work unit (in this case, the district education department). The Regional Planning Agency (RPA) will synchronize all work plans from the different thematic Regional Work Units (RWU) with the draft of District Government Work Plan (DGWP). The DGWP draft is then sent to the forum of Annual Development Coordination Meeting (ADCM) to be stipulated as final DGWP, which will further be validated by the regional head. This DGWP document will be the base for formulation for GBP / TBCP which later will

be formulated by the local government together with its regional parliament³. Once GBP / TBCP has been validated, it will be distributed to all agencies in the regions as a guide to create a Work and Budget Plan for the Regional Work Unit (WBP RWU). Once completed, the document of WBP RWU will be combined into RGBP document. In the next step the regional parliament will discuss the RGBP in order to validate it into RGB.

But in practice, annual budgets of schools (ABSU) are not referred to in the budget planning done by the Department of Education at the district level (Jasoil, 2008). The information from schools that is commonly used is annual survey of schools. Most long-term and annual planning processes seem to be prepared by Department officials without real consultation with other stakeholders (World Bank, 2008).

Another problem in budget planning is the weak coordination between local provincial government agencies with the district government. Before the implementation of decentralization of education, the relationship between the District Education Boards at district and provincial level has been a vertical one. This created a synergy between planning and programme budgeting for the provincial government. After the autonomy for the regions became into effect, local governments became less inclined to share the data and information that is much needed as the basis for budget planning. As a result, there are many discrepancies between the education budget planning at the provincial and at the district level, resulting in repetition of activities and overlap in budget allocation. This occurs particularly in the province of Papua Barat, where the various activities planned by the Provincial Education Department do not take place; therefore the provincial budget is not being used properly.

6.2. Monitoring processes of public expenditures

According to Government Regulation 58/2005, regional parliament is obliged to supervise the implementation of local regulations on RGB, while the Supreme Audit Board (BPK) has the duty to conduct investigations into the management and accountability of the Regional/District Finances.

However, the Regional Education Department and the Regional Planning Agency also perform monitoring up until the school level to assess the realization of programmes and appropriate use of funds. Private school foundations also have their own staff and monitoring mechanisms towards the schools under their management. Annual school surveys and school visits by trustees of the Education Department are two mechanisms to conduct supervision and information gathering of the schools. However, in Papua Barat there are not yet any clear guidelines and instruments for monitoring and performance assessment. Further investigation is needed whether monitoring is done in line with the stated objectives, what information is gathered and whether adequate follow-up is given.

According to the World Bank (2008), a nation-wide integrated performance measurement system is required to ensure that regional governments do take responsibility for developing educational outcomes and do align the planning and budget in their area. Such a system can balance the full autonomy given to districts to manage their own expenses and results they achieve by using the available resources. Appropriate performance measurement will be accomplished by using the Minimum Service Standards (MSS) as an initial basis.

The parties authorized to perform monitoring on the educational programme implementation in the field found some difficulties since the allocation of monitoring funds is limited. The transportation costs hamper the monitoring process in schools in remote areas – they have to be reached by chartered aircraft. The Regional School Trustees of YPK and YPPK, for example, only receive funds from the government of about € 38.46 annually for monitoring, which only covers for a single travel per year and where only the schools in suburban areas can be reached.

³ Procedurally, Parliament is engaged twice in the preparation of RGB, namely during the discussion and ratification GBP / TBCP, and in RGB budgets. Regional Parliament is monitoring the formulation of GBP. However, in practice (according to some staff of the local education department) on the province level (Papua Barat) and the district /city, Regional Parliament only participates in the discussion of RGB.

The Education Department of Papua Barat province allocates funds for monitoring and evaluation each year ranging from € 61,538.46 to € 92,307.69. This is substantially lower than the allocation for other less important activities, as for example the formulation of education profiles (at least € 76,923.08 annually). Even in 2008, the allocation of funds for scout activities (€ 276,923.08) far exceeds the allocation of monitoring and evaluation.

Meanwhile, Papua province has allocated about € 22,230.77 for monitoring and evaluation in 2008. This figure rose to € 107,692.31 in 2009, but fell again to € 60,076.92 in 2010. According to Papua ICS and Fitra Jakarta, the monitoring performed in the province did not provide clear benefits and the results were not disclosed to the public. However, nearly every resource person at the government level included in this research admitted that weak monitoring conducted at the regional to school level caused the schools to mark up their data on the number of students for the purpose of getting higher SOA funds than they would otherwise receive. Furthermore, the poorly performed monitoring is the cause that the government takes inaccurate actions to meet the needs of the schools.

6.3. Transparency of public expenditures

Education expenditure at the provincial level is not open enough to the public and tends to be known by government agencies alone. The research team found difficulties to get the data of routine or indirect expenditure details of Provincial Education Department of Papua Barat. Furthermore, Papua ICS also claimed that they encountered difficulties in obtaining RGB documents in several towns in Papua province when performing a needs assessment on the management of Special Autonomy Fund for education. In fact, National Law 14/2008 (2) on the Openness of Public Information clearly states: *"All public information is open in nature and can be accessed by users of public information"*. The RGB documents, the audit reports by the Supreme Audit Board (BPK) and regional office of Ministry of Finance and many other documents are defined as public information produced by public agencies and therefore they should be accessible for the public. Also the information on education project tenders is not announced to the public.

Local financial accountability is usually to the Regional Parliament. However, no critics or complaints on education budgeting have been seriously expressed in the mass media. Moreover, the result of the RGB accountability in provinces of Papua and Papua Barat is still left undisclosed to the public.

Good communication between government agencies is still a major challenge. For example, the education decentralization fund, which is transferred from the central government directly to the regional Education Department, is solely recognized by the education department. Regional Parliaments, the Regional Planning Agency, as well as the budget section at the level of Papua province did not know how much is received and how the decentralization fund is managed. Findings of the research team of Papua ICS and Fitra, Jakarta revealed that the decentralization fund management is considered unaccountable.

SUA examination results of educational funds in the province of Papua in 2007-2008, which was published in March 2009, mentioned that there were some problems occurring in the distribution and management of SOA funds: among others delays in SOA fund transfers so that schools had to borrow funds from other sources for their operational costs, the remaining of SOA funds were not deposited back to the state treasury, the SOA funds for books were not disbursed, there were no valid evidences for learning equipment expenditures, and uncompleted physical development of school buildings.

Source: Report of Education Budget Analysis 2010 Papua Province, Papua ICS and Fitra Jakarta, 2009.

6.4. Involvement of civil society

Although guaranteed and regulated in the legislation, community participation in education management needs to be improved.

Opportunities for the community to participate in the budget planning for education is through the school committees at the moment the annual budget of the school unit (ABSU) is being set-up in the schools, and through the Education Councils at the moment of discussing the RWU Work, where they can give input either through the Annual Development Coordination Meeting (ADMC) or through their

representatives in the Regional Parliament. However, many school committees have yet to function properly, and the Education Councils on municipal level are occupied by people who are not representing civil society, or who are not well-respected by the community. Meanwhile, in the Regional Parliament the budget discussions are usually not in detail and are not focusing on important issues. Furthermore, the budget planning discussions on the provincial ADCM only involve public figures that do not represent all layers of the society. In this respect NGOs could play an identifying and stimulating role. To do so, NGOs should try to get actively involved in discussions and meetings at government level, so they can articulate to the government what they have noticed on the grass-root level.

7. Overview of present and future programmes and implementers

7.1. Programmes initiated by government

Both nationwide and in Papua several programmes are undertaken to increase access and quality of basic education. Below a short overview is presented of the plans. In how far each of the components of these programmes is implemented is not known exactly, but their effects can partly be derived from increasing indicators related to education.

Nationwide

Some of the main programmes for education development according to the national strategic development plan for education (RENSTRA 2004-2009) are listed below. For a complete overview of the plans we refer to the strategic plan.

1. **Basic education programme**
This programme is aimed at increasing the number of students following nine years of basic education and increasing the quality of education.
2. **Programme for secondary education**
This programme is aimed at increased access of secondary education and more synergy between general education and relevant vocational training.
3. **Vocational training programme**
This programme is aimed at revitalising secondary vocational training
4. **Programme to increase quality of teachers**

A medium-term development plan is being drafted for the period 2009-2014 which will prioritize increased and equal access to education and increased quality and relevance of education to contribute to the competitiveness of the people. To that end attention will be given to participation, disparities and availability and distribution of teachers. More focus will be put on outcomes of education, quality assurance, availability of infrastructure and facilities, the quality of teachers, teaching of vocational skills and character building of teachers and cooperation with the communities. Furthermore, activities will be undertaken to improve management capacities and accountability.

Programmes in Papua province

To realise the vision to 'Build a New Papua' as mentioned in the RPJMD 2006-2011, the Provincial Education Office has created its vision: "Towards equal access of affordable quality education". The province has also drafted a long term strategic plan: Renstra 2009-1012.

Some of the programmes included in this plan are:

1. Early childhood education through formal and non-formal education.
2. Nine years compulsory education to increase access and equal spread of quality education for SD/MI for 7-12 year-olds and SMP/MTs for 13-15 year-olds through formal and non-formal education.
3. Senior secondary education to improve access and provide quality education at SMA/SMK level.
4. Higher education to improve human resources for development in order to be able to contribute to the development of Papua.
5. Non-formal and informal education to provide quality education in life skills.
6. Education service management programme.

To reach the targets, priorities have been set in the action plan related to the mentioned programmes in the coming years:

1. Develop SD Kecil Terpadu PKBM Berasrama', where programmes for nutrition, hygiene etc will be organised; a contextualised curriculum (KTSP) can be developed in accordance with the character of the society.
2. Develop SD-SMP Satu Atap.
3. Build dormitories for SD-SMP Satu Atap.
4. Build accommodation for teachers.
5. Increase capacities teaching staff, organise a teacher development and supply system.
6. Increase quality of SMA, SMK.
7. Accelerate literacy programmes.
8. Implement affordable and accessible education.
9. Facilitate capacity building in higher education.
10. Improve facilities and infrastructure.
11. Improve inspection and quality control system.
12. Improve management of education services.

Because of the social, cultural and economic strata and diversity of the people in Papua, education development plans will be delivered through 3 different approaches on formal, non-formal and informal level, mostly organised by province, district government and church-based education organisations and NGOs. At first there will be a contextual approach for (a) traditional groups, living in isolated regions; (2) pre-modern people living in remote areas, but with some exposure to modern society; (3) modern people, living in the urban areas. On a socio-economic level, a different approach must be used for farmers, fishermen and hunters-collectors. Finally based on geographical spread, another approach is meant to provide adaptation for those from the most isolated regions, to remote and later to semi-urban or urbanised areas.

Comments

Not mentioned in both central and provincial government is a comprehensive promotion strategy to inform the people on the right to quality education, on community participation, on free education. In the government programme, increased community participation is mentioned but no clear strategy was known to the mapping team when writing the report. It is recommended to increase promotion strategies hand in hand with information dissemination on community participation according to the SBM model.

The plan to build more boarding schools in remote areas in an effort to overcome the problems in accessibility, receives high priority by provincial and district government. It is recommended to pay substantial attention to the quality of formal and non-formal education in the boarding schools. When a clear plan is developed to guarantee qualified management in terms of coaching, guiding, and teaching students, partially taking over the role and responsibilities of parents the boarding school model may be very effective. Only competent and dedicated management and teachers can make such a school successful. It is strongly recommended to cooperate with church-based education organisations such as YPK and YPPK in embarking on this challenging mission.

7.2. Programmes by international donors

Annex 12 shows a matrix of donor (and INGO) programmes for Papua. So far no active steps have been taken by the Provincial Education Offices in both provinces to organise donor harmonisation, but the team is under the impression that each new programme by donors is thoroughly discussed at province level and in line with the local government policy and strategies. Nevertheless, it is recommended for the future to arrange a series of donor harmonisation meeting(s) in order to ensure that any assistance is delivered totally in line with the education sector policy and programme priorities. A geographical and 'focus of intervention' mapping of donor programmes and an overview of lessons learned from the monitoring and evaluation reports will provide the provincial government with useful information for future strategic planning. A quick glance at the matrix learns that most donors focus on capacity building at district level. The second priority is quality of education, and the least priority is received by programmes focussing on access and relevance. Furthermore all 19 donors have programmes in Papua province, of which 10 also implement programmes in Papua Barat province. This implies less attention for Papua Barat province.

7.3. Potential future partners for cooperation

Potential future partners depend on the character of the intervention to be undertaken. In all cases intensive cooperation with provincial and district government is important. Interventions supported by the government may be replicated and incorporated in the budget after a try out period. In this way sustainability of the intervention is safeguarded. Knowledge institutions may be consulted and will be briefly mentioned in relation to the suggested interventions. In general it is recommended to work together with the church based education organisations in Papua. Since the beginning of the 20th century these organizations were active and dedicated to provide quality education in the most remote regions. The main organizations are *Yayasan Pendidikan Kristen* (YPK), *Yayasan Persekolahan dan Pendidikan Katolik* (YPPK), *Yayasan Persekolahan and Pendidikan Gereja-Gereja Injili* (YPPGI), *Yayasan Pendidikan Advent* (YPA), and *Yayasan Pendidikan Islam* (YAPIS) of which the last one is a Muslim organization supported by the national Muslim organization Muhammadiyah. All these organisations are specifically mentioned in article 56 of the special Autonomy Law No. 21/2001 to be supported by the Provincial Government such as YPK, YPPK, YPPGI, YPA, YAPIS and others. Organisations with the highest number of schools are YPK (approx. 50% of all church-based schools) and YPPK (35% of all church-based schools) who could be invited for cooperation (see annex 13).

Yayasan Pendidikan Kristen (YPK)

YPK is one of the oldest church-based education organizations in Papua and was founded by the GKI (Gereja Kristen Injili). Before 1956 schools were organised by the Dutch Government and Zending and staffed with Dutch teachers. It was mentioned several times during the research that schools in these days were of high quality. The boarding schools were efficiently managed with tough discipline and many Papuans from remote regions were given a change to proceed to high school. It is said that until today many government officials are alumni from these schools. In 1962 all responsibilities to manage the YPK schools were handed over from the Zending to the GKI who was not ready for this task. At the same time, subsidies for schools stopped. Many other organisations also established schools whilst YPK was not prepared for the competition. The quality of the YPK schools weakened rapidly. The organisation receives limited funding from the church community all over Papua and from the provincial special autonomy funds. Teachers working for YPK schools are mostly civil servants, in some cases directly employed by the organisation. Teachers working for the government do not feel responsible for implementing YPK-values. On the other hand, YPK has no control over them. For their tasks in remote areas they should be better trained and in line with the spirit of YPK. Due to a lack of funding, inspection is poorly implemented. YPK realises that schools are a responsibility of all and is now actively reaching out to the (religious) community to participate in the school management to improve quality of the schools.

Yayasan Pendidikan dan Persekolahan Katolik (YPPK)

YPPK is founded by the Catholic Church. The vision of YPPK is to realize organized and quality education and teachings on the fundamentals of the Catholic teachings. YPPK has schools in each of the 5 bishoprics in Papua. YPPK receives funding from the provincial (Special Autonomy Law Funds) and district government as well as from the Catholic Church and the Ministry of Religious Affairs. However, the funding is directly sent to some schools and not to the YPPK, resulting in an uneven spread of funds over schools. YPPK would like to be more involved in the recruitment of teachers in order to be able to select teachers in line with the spirit of the organisation. Teachers are less motivated because they are mainly civil servants and not directly employed by YPPK. As is the case with YPK schools, this fact does not contribute to improvement of these schools.

8. Development of contextualized curriculum

8.1. Rationale for contextualized curriculum

In Papua where many constraints affect access to and quality of education, including but not limited to irrelevant, unfamiliar inputs in the curriculum, a lack of facilitating conditions, teacher absenteeism, and insufficient teachers' capacities to deal with the local situation, high dropout rates and under-education might occur. In such circumstances – if professionally implemented – a contextualised curriculum in which context, methods and materials are related to the experience and environment of the child, might provide a way out. By building on children's experience from outside school and allowing them to integrate their own learning experiences, school will be more enjoyable and connect better to the capacities and interest of the children, resulting in increased concentration and a conducive environment for learning. This may increase the numbers of children and in specific girls who leave school with higher achievements. In the end, this may result in greater numbers of female teachers, and more women with a positive perception of schooling, who can in turn encourage their daughters to attend school.

For parents a contextualised curriculum will also be easier to understand as it is based in a familiar context. Another valid reason for using a contextualised curriculum is the fact that most children in Papua have no prior playgroup experience before entering school; hence, the adjustment to formal school takes longer. In addition to that, they speak a Papuan language that belongs to a total different language family than the national language Indonesian used in schools throughout the country, starting grade 1. Children in Papua have to learn to read and write in an unfamiliar language the day they enter school. Finally, malnutrition might influence educability, and thus justify using a contextualised curriculum in which there is room to adapt to the local situation and use a slower pace in the beginning.

Main reasons for implementation of contextualised curriculum

A contextualised curriculum:

- is more related to the (different Papuan) experience and environment of the child, hence will be more understandable and enjoyable
 - which might reduce drop out rates
 - increase number of girls participating in education
 - increase participation of parents in learning process
- can adapt better to the fact that most children in Papua have no prior playgroup experience before entering school;
- can adapt to language situation. Papuan languages belong to a total different language family than the national language Indonesian used in schools throughout the country, starting grade 1.
- can adapt to educability of children related to local environment and malnutrition.

8.2. Conditions for success

A contextualised curriculum alone will not generate any results. It is the context and the environment that provides the conditions for success. These conditions concern:

Conducive education regulations and policies at national and regional level

Looking at the Papua situation we can conclude that National Education Law No. 20/2003 is highly supportive and mentions explicitly in article 36 that: 'The curriculum at all educational levels and types of education is developed according to principles of diversifications, adjusted to the units of education, local and learners potential.' And the curriculum should 'take into account the enhancement of learners' potential, the intellect, and interests, the diversity of the region's potential and environment, the demand for regional and national development and requirement of labour market.' The regulation (Government Regulation no. 19/2005, article 16) and related guidelines for the KTSP (Kurikulum

Tingkat Satuan Pendidikan) itself go even further in mentioning the relevance of the curriculum in relation to the environment.

Understanding and support of the regional government

The provincial Regulation No. 5/2006 also supports attention for the needs of the children in Papua and the relevance of the curriculum. Furthermore, it is mentioned explicitly in the provincial five-year plan that the best approach for the socio-economic different groups in Papua would be a curriculum tailored to the needs, local capacities and wisdom. To implement such a curriculum it is imperative to have the full support and cooperation of the district government, who is also the authorising agency for any curriculum.

Capability of teachers to develop and implement a contextualised curriculum

Currently teacher education institutions insufficiently include lessons to develop curricula in the teacher education programme. Therefore, it cannot be expected that teachers in Papua (and in many other regions in Indonesia) are able to develop and implement a contextualised curriculum. Such a curriculum should be developed by a team consisting of education practitioners from Papua and curriculum development experts. Once the curriculum is developed, the teachers must be trained intensively, not only how to implement but also how to use participative student-centred learning methods and how to involve the school committee and parents.

Awareness and support of community and parents

Parents and community must be convinced that the government allows the contextualised curriculum and that it will enhance the development of their children and bring opportunities for further study. Time and efforts must be taken to create awareness under parents to ensure their support.

8.3. Past and current experiences

Recently a team from the teachers' education institute at Cenderawasih University developed a contextualised curriculum for Indonesian language lessons to be used in schools in the Sarimi district. The dedicated district head allocated 600 million Rupiah for this project, including 6 months of research and 6 months for writing textbooks. In the coming academic year the curriculum together with special developed books will be implemented in schools in Sarimi.

The first step towards a contextualised curriculum in Papua was actually taken by the YPK boarding schools during the Dutch period. Children had to work in the vegetable gardens and at the same time learned how to relate the environment to what they learned in school. Books related to the context of Papua were developed by Mr. Kijne and until today these 'ITU DIA' books are – although not officially – used for extra lessons.

Another example of a contextualised curriculum for one subject related to a new regulation ready to be signed by the governor of Papua stipulating that schools must include HIV/AIDS prevention teachings in their curricula as the AIDS prevalence is 2.4 % under the productive population in the age between 15-49 in Papua.

The conservation of the environment provides a different kind of usage of the contextualised curriculum and a good example of how stimulating and fun a such a curriculum can be. Conservation International has designed an interactive marine conservation education programme in an effort to raise awareness on the biodiversity of the Raja Ampat islands in the Bird Heads Seascape in Papua Barat province. The motto is: 'In the end, we will conserve only what we love. We will love only what we understand. We will understand only what we are taught'. Because the 89 villages are located on the scattered islands a marine conservation classroom on a boat is used, that will visit each village in turn. The innovative way of teaching is an overwhelming success and the floating teaching team has already made 17 trips teaching more than 1650 students.

One of the pioneers in making a contextualised curriculum in modern Indonesia on a national scale is the PMRI (Pendidikan Matematika Realistik Indonesia) movement, inspired by the realistic mathematics education theory that was developed in the eighties in Europe. The PMRI team is developing an approach to improve mathematics teaching in Indonesian schools by using the concept of realistic mathematics with teaching materials directly related to the school environment and the

interest of students and with room for continuous mathematical developments. It is expected that this approach will form a new paradigm of mathematics teaching in Indonesia. It entails a problem-based approach which is actually totally in line with the school-based management model.

8.4. Materials for contextualized curriculum

The KTSP curriculum is part of the SBM model and fits the education reform. It was introduced to give teachers and schools more freedom to develop their own curriculum based on the local situation. The state only sets the main standards: standard for minimum contents (Standar Isi (SI)) and standards for graduation competences (SKL) and strongly recommends a child-centred teaching approach according to the guidelines in the Process Standards (SP). In the guidelines for the SP it is mentioned that the learning process must be interactive, inspiring, pleasant, challenging and able to motivate the students to participate actively, and there must be enough room for initiative, creativity and independence according to talents, interest and physical and psychological development of the student. So far not many schools have made use of the available opportunities. Although the national policy favours the use of contextualisation in schools, teachers do not seem to be aware of this and feel reluctant about moving away from what is laid down in the printed books, mostly imported from Java. They are more comfortable with the old centralised model. This is partly due to ignorance and insufficient skills to develop a curriculum.

When looking at the current capacities to develop a curriculum and the fact that all schoolbooks are from Java and do not connect with the context and environment of the children in Papua, it is recommended to look further into possibilities to develop a framework for a curriculum and series of text books for basic education in Papua. The textbooks could be printed and sold in Papua, thus providing revenue for the region. Such books when developed by a multidisciplinary team in which government officials also participate and in which there is room for the history of Papua, culture, demography, geography, may help to raise the identity and self-esteem of the children. It will connect with their environment and will make school enjoyable and useful as subjects will relate to the local situation such as nutrition, agriculture, fisheries, but also HIV/AIDS prevention etcetera. Such knowledge could well benefit the development of the region. It will make the children in Papua aware that they are respected and part of the nation.

Annex 1. Terms of Reference

TERMS OF REFERENCE 'Education in Papua, Indonesia'

10 July, 2009

Research to explore opportunities to increase access to and quality of basic and secondary education by focusing on aspects of good governance and community participation in education in Papua.

1. Introduction

Commissioning organisations for the study are the members of the Faith Based Network from the Netherlands: Justice and Peace Netherlands, ICCO & Kerk in Actie, Cordaid, Mensen met een Missie. See for more information on the commissioning organisations Annex B.

Why this research? Due to multiple factors and a complex environment, social services are only functioning in a limited way in many areas of the Indonesian provinces of Papua and Papua Barat (in the remainder of this document referred to as Papua). (See Annex A for the context of this research). By analysing the practical example of the education sector in this study, the commissioning agencies would like to make a constructive contribution to the discussion on the right to education as well as to initiatives aimed at the realisation of the right to education in Papua.

Resulting from their respective mandates they perceive equitable access to quality (basic) education, in line with the Indonesian government⁴, as one of the core social-economic rights which is central to all efforts to relieve poverty. Education is recognized as a human right in the International Covenant on Economic, Social and Cultural Rights, ratified by Indonesia in 2006. It is acknowledged that genuine democracy requires informed, educated people and that people themselves (can) play a key role in improving their lives, including improving public service delivery, such as education.

The coordinating team for this research:

Jeroen Jurriens,
Programme Officer ICCO & Kerk in Actie
(Jeroen.Jurriens@iccoenkerkinactie.nl) and

Marijn Peperkamp,
Programme Officer Justice and Peace Netherlands
(m.peperkamp@justitiaetpax.nl).

2. Description of the assignment

2.1 The longer trajectory

The study covered in this ToR will be part of a longer trajectory.

The total study consists of two parts:

Part 1: the exploratory research described in this ToR that will analyse and describe the legal framework and policies concerning the education sector in Papua and explore the relevant areas and actors that need to be incorporated in the applied research.

Part 2: an applied research on two or three regencies in the provinces of Papua aimed at a) gaining more insight in access to education and good governance at the village level and b) improving community participation in education at the village level.

This Terms of Reference will only deal with Part 1 of the study.

2.2 Core objectives of Part 1 of this study

The core objectives of Part 1 of this study are:

- a) to analyse the functioning of the education sector in Papua, including the legal framework, policy development, governance and management system, budget planning process, budget allocation, and best practices on access to and quality of basic education.
- b) to identify possible actors and programmes that may be interesting for future collaborative activities in the field of education.

⁴ See the Constitution and other convention and treaties signed by the Indonesian government: www.right-to-education.org.

In working towards these core objectives the consultants will take into account the mandate, the current portfolio and the (emerging) policies and priorities of the commissioning agencies, as well as of other relevant stakeholders. More specific information on the contributions and future plans of the Netherlands based organisations involved in Papua will be made available through the commissioning agencies.

The core objectives of Part 2 of the study, the applied research, will depend upon the outcome of this Part 1 of the study. Part 2 is not part of this Terms of Reference. However, preliminary thoughts on the core objectives for Part 2 exist and do include:

to support local stakeholders to analyse the practical functioning of the education setting in a set of selected districts in Papua

to assist communities, schools, local NGOs and/or local governments to implement efforts focused on good governance and community participation to increase the access to and quality of education.

to identify and describe concrete interventions that contribute to increased access to and quality of education that can serve as examples for other areas.

2.3 Scope of the study

The study should focus on basic education and secondary education. Under basic education both the formal primary education system and Junior High School system (SMP) are comprised.⁵ Under secondary education Junior High School system (SMP) and Senior High School (SMA) are comprised.

Geographically the study should focus on both provinces in Papua. However, data, information and trends should be presented in relation with the situation in the whole of Indonesia, and linked to international standards (International Covenant on Economic, Social and Cultural Rights article 13 and 14 and related international standards).

Suggested Methodology

The study will take place within a limited timeframe. Therefore the suggested methodology is to first of all analyse what publications, reports and secondary data are already available on access to and quality of education to build further on this information. Furthermore to also consult and meet with relevant resource persons and representatives of relevant organisations.

Relevant sources resource persons and organisations should at least include:

- Ministry of National Education (MONE, representation in Papua)
- Ministry of Religious Affairs (MORA, representation in Papua)
- Education offices at the province and district levels
- Statistic departments of Papua Provinces
- Justice and Peace Desk / Sekretariat Keadilan dan Perdamaian (SKP)
- Christian Evangelical Church in Papua / Gereja Kristen Injili di Tanah Papua (GKI di Tanah Papua)
- Christian Education Association / Yayasan Pendidikan Kristen (YPK)
- Catholic Education and School Association / Yayasan Pendidikan dan Persekolahan Katolik (YPPK)
- Islamic Education Association / Yayasan Pendidikan Islam (Yapis)
- Institute for quality control in schools / Lembaga Penjamin Mutu Pendidikan (LPMP)
- Dutch Embassy (Arnold van der Zanden)
- UNICEF
- UNESCO
- UNDP

⁵ See the definition as used by UNDP: The definition of basic education must be in terms of levels to be attained, and knowledge and skills to be acquired along the lines of the Jomtien 'enlarged vision', not in terms of a period of compulsory school education. Basic education allows personal development, intellectual autonomy, integration into professional life and participation in the development of the society in the context of democracy. In order to achieve these aims, basic education must lead to the acquisition of: key skills, used as personal development tools and, later on, as a basis for lifelong learning; initial vocational guidance; the knowledge, values and abilities that are needed for individual development, and for the exercise of participatory and responsible citizenship in a democracy.

Bilateral donors (such as USAID and AUSAID)
Education Department of International Labour Organisation (ILO)
World Bank
Asian Development Bank
European Commission Delegation
Institute for Civil Strengthening (ICS)
Teacher union(s)
Knowledge institutions (University Cendrawasih and University Papua)

A limited number of school leaders, teachers and students in selected schools. The aim of including people working in the field in Part 1 of the study is to ensure and cross-check the relevance of the discussions in the study in practice. This will be done more extensively and elaborate during part 2 of the study, the applied research.

The consultants will discuss with the coordinating team of the commissioning agencies (by telephone, skype or e-mail) during the implementation at agreed upon times to get a deepened picture of their mandates and possible areas of interests. Furthermore one coordinating session with representatives of all the commissioning agencies will be part of the process.

Deliverables

The consultancy team is expected to produce a *report of maximal 20 pages* (excluding the annexes, graphs and tables) with:

1. Justification

Description of the methodology that is used for collection of the information and development of the recommendations. The annexes should show which documents and what websites are reviewed and which people (names, organisation and designation, preferable with their contacts) are interviewed.

2. Facts and figures

On the functioning of the education sector:

- **Key data on the performances of the education sector in Papua:** facts, figures and trends on access to as well as the quality of basic and secondary education, disaggregated by gender, regencies, ethnicity and wealth where possible with reference to the sources. Preferably presented through main conclusions in the chapter with reference to graphs in the annexes.
- **Information on the legal frameworks: relevant laws and regulations, sub-national level ordinances and policies and plans.** The start and focus should be on education-related information. Furthermore information on laws and regulations that specifically apply to Papua, decentralisation and local governance, Special Autonomy Law, will be included. The following will be included when deemed relevant to the realisation of the right to education: accountability mechanisms (in particular accountability on public service delivery), right to information, anti-corruption initiatives, complaints procedures in cases of mismanagement, and freedom of speech and association.
- **A quick assessment of the workability of these legal frameworks** in terms of match with local knowledge systems, local circumstances and capacities to implement the various regulations and guidelines.
- **Description of the formal governance and management system of the education sector:** responsibilities, accountabilities and authorities of the various actors on the various levels and how this works out in practice (identifying challenges). A key issue here is the responsibility for the performances of schools (both towards access and quality) and the recruitment, hiring and firing of school teaching and non-teaching staff. Special attention should be given to the inspection: formal (government managed) as well as inspection and monitoring (national, sub-national to community / school level) as organised by other players, such as YPK and YPPK, UNICEF and other programme implementers.
- **Information on the resource envelope for the education sector (in Papua), in particular for basic education and secondary education:** the resource envelope on national and province levels (focus on the provinces of Papua), the various sources (Otsus UU 22, National UU 21 and other sources), guidelines for expenditure, expenditure per pupil per year for primary education and SMP. Preferable historical data and foreseen trends. Where available information (or estimations) of the contributions (in-kind included) of pupils (parents) and the wider community.

- **Information on the policy as well as the budget planning and performance and expenditure monitoring processes:** mechanisms, who is involved (e.g. role of parliament on national (DPR), provincial (DPRP) and district level (DPRD), involvement of civil society, differences between formal procedures and practice. Special attention to whether there is any experience with PETS (Public Expenditure Tracking Surveys) in the education or other social sectors.
- An assessment how these findings match international legal standards.

On possible future actors and programmes:

- **Information on past, current and planned programmes of key (state and non-state) players related to both access to and quality of education in Papua.** Where evaluations of these programmes have been conducted, a synthesis of these sector or programme evaluations and reviews will be included. Special attention to donor harmonisation and the development of sector-wide approaches (see: Education System Improvement through Sector Wide Approaches (SISWA) programme Framework).
- **Information on the possibilities to develop a contextualised curriculum and best practices in this field.** Information on experiences with developing contextual curricula in Papua so far, the process of developing curriculum and involved actors.
- **Identifying potential local stakeholders for future collaboration** in the area of access to and quality of education / good governance / participation of communities. Hereby also analysing what forms of community organising in relation to education exist already
- **A sketch of the major donors and international NGOs in the field of education:** policies, focus, approaches, alliances, with a focus on Netherlands based and European organisations.

3. Recommendations

Options for further actions by the commissioning agencies within the context of a right based approach and/or the realisation of good governance and community participation within the education sector: possible intervention areas, geographical focus and strategies, including strategic partnerships.

Identification of possible actors and/or strategic alliances, apart from government, including a rapid assessment of their current and possible future potencies

Identification of knowledge institutions and consultancy organisations / consultants able to support further programme development.

Presentation of a way forward: how to follow up on the findings (next steps), including who should be involved in these steps.

Draft policy recommendations to major stakeholders who aim to realize the right to education in Papua.

A draft report should be send before 31 October 2009 to the commissioning agencies and comments processed for the final version before 30 November 2009.

The report can be either in English or Bahasa. The commissioning agencies will make sure that the report will be available for further distribution in both languages.

1. Consultancy Profiles

It is suggested to form a team of at least three persons: one international team leader and two local experts (preferably Papua based).

All team members should be able to work independently on an academic level, and approach the assignment with respect for gender and other political and socio-cultural sensitive issues.

The team leader should cover the following areas of expertise:

- International experience and knowledge on the education sector.
- Experience in leading a team of consultants.
- Experience in relating findings of local research to international standards and operations of international organisations and translate findings to concrete recommendations.
- Understanding of Indonesian Language

One local expert should be familiar with the Indonesian and Papua educational landscape (political and institutional) and have experience in capacity building and institutional strengthening of the

education sector. The other local expert should add to that experience and knowledge on democratisation, decentralisation, political processes, good governance, and civil rights. Both should be willing and able to identify and approach key information holders, such as high level officials of relevant offices and organisations.

2. Timeframe

The assignment shall be carried out between September 2009 – November 2009. The deadline for delivering the final report is 30 November 2009.

The assignment should not exceed a total of 14 working days for each of the local consultants, including preparation, collection of information, (contribution to) report writing, collecting and processing feedback and debriefing. For the international expert 14 days and an extra 4 days of travelling will be covered.

3. Indicating Interest

Letters of interest can be sent to the coordinating team of the commissioning agencies (see contact details on page 1.) by e-mail and should reach them latest 15 August 2009.

Letters of interest can be sent either by individual consultants indicating which expertise they bring (see section 4. and 5.), or a consultancy group. In the latter case it should be clearly stated who bears the final responsibility for the assignment and joint input.

The consultant or consultancy group is(are) requested to attach to her/his(their) letter of interest:

- a. a brief paper indicating their interpretation of the assignment, a work plan with time table and a specialised budget indicating the number of days to be spend on the assignment (for each consultant in case a group of consultants applies), as well as their understanding of the need to involve an international consultant as team leader ?).
- b. A brief CV only referring to relevant knowledge and expertise and experiences in similar earlier assignments.
- c. Optional: input to this ToR

4. Payment

Requests to transfer an advance payment can be done up to 50% of the total budget. The remaining will be transferred after approval of the final report on the basis of a justification of the expenditures, including the number of days worked on the assignments and other costs.

5. Mandate

During the assignment the team is entitled and expected to discuss with the pertinent persons and organisations any matters related to the assignment. The team is not authorised to make any commitments on behalf of the commissioning agencies.

6. Property rights of the report

Although the consultant(s) bear the sole responsibility for the content of the report, the report as such can not be disseminated by him/her/them without prior consent of the commissioning agencies.

Annex A to Terms of Reference: Short description of the context

For more than six decades, equitable access to quality education has been a significant challenge for a country like Indonesia. It is a huge country, which covers a vast archipelago with peoples from different walks of life / cultural backgrounds and traditions.

Indonesia counts an estimated 237 million people living in 33 provinces which cover about 500 regencies and cities. Education quality differs between the various provinces. The education performance indicators, such as enrolment, completion and transition rates (from primary to secondary and from secondary to tertiary education), but more important the learning achievements (reading, writing and numeracy in particular) are worrisome. This is particular true for of the Eastern part of Indonesia, such as Papua.

Earlier research shows that with 94.7%, Indonesia is close to enrolling all children in primary school. However, this varies from 96% in Kalimantan to 78% in Papua. From the children that enrol, 25% do not graduate primary school. 59% of the Indonesian children enrol Junior High School (SMP), only 50% in Papua. Beside geographic variation numbers vary greatly according to economic position of the family and rural vs urban areas (*UNDP Indonesia 'Report on the Achievement of MDG's Indonesia 2007', UNDP Indonesia 'Let's Speak Out for MDGs: Achieving the MDGs in Indonesia 2008'*).

The Ministry of National Education (MONE) is responsible for the management of Indonesia's education system, with the Ministry of Religious Affairs (MORA) managing religious schools. MONE has started a process of decentralisation in 1999, with responsibilities for basic education service provision partly held at district level now. The transition is not yet finalised. MONE as well as the sub-national level are still adjusting to their new roles, and struggling to build capacity to take up the changed responsibilities for education. The Special Autonomy Law of 2001 adds to the complexity of the governance system in education in Papua.

Several factors in the areas of coverage, quality and relevance of education, as well as the education's management system contribute to the worrisome situation of the education sector in Papua

There is still a lack in the availability of sufficiently qualified teachers, especially in the remote areas of Papua. Adding to this are teacher absenteeism, a non-conducive learning environment, and a curriculum perceived by many as not sufficient relevant. There is a lack of skilled and committed personnel at both school and (local) education offices in the areas of school planning and management, while pupils, parents and the wider communities either do not feel empowered to claim quality education and/or do not value education that much.

Various (government) programmes and projects, some conceptualised and managed by non-state actors and which are more or less in line with (national) government priorities as seen for instance in the Strategic Plan for Education and the National Development Plan address these, or components of these problems. Progress has certainly been made. However, there is still a long way to go, in particular in addressing equity issues. These issues become especially paramount in Papua.

The pillars for quality improvement as seen in the various plans and programmes are: school-based management, community participation and active, creative, effective and joyful learning. Investments in these areas should go in parallel as to sustainable improve equitable access to quality education.

Position of the Netherlands and the European Union

The Netherlands Ministry of Foreign Affairs through its Embassy in Jakarta and various Dutch non-state actors support, in various ways, the strengthening of the education sector in Indonesia. Some focus on directly improving service delivery, some aim more at strengthening governance and management, some at deepening community participation, or improving the quality of the teaching-learning process.

Education is also a focal sector of development assistance of the European Union to Indonesia and according to the Country Strategy Paper will receive up to 80 percent of assistance. The European Commission concentrates its efforts to develop a sector wide approach (SWAP) in basic education. The specific objectives are to contribute to the government policy/strategy to improve basic education, in particular with reference to (a) governance and management systems, (b) overall quality, (c) planning and budgeting process for education and upgrading the efficiency of those resources, and (d) performance of teachers.

Annex B to the Terms of Reference: Commissioning organisations – background information

ICCO & Kerk in Actie

ICCO is the interchurch organisation for development cooperation and one of the five largest Dutch co-financing agencies currently working in 50 countries solely through local partner organisations. Kerk in Actie is the missionary and diaconal organisation of the Protestant Church in the Netherlands working in the Netherlands as well as abroad. In January 2007, the international departments of ICCO & Kerk in Actie were merged and are now sharing partners and programmes.

www.icco.nl & www.kerkinactie.nl

Justice and Peace Netherlands

Justice and Peace Netherlands is the Catholic human rights organization. In 1968, the Dutch Bishops Conference established the Justitia et Pax Commission of the Netherlands and gave it as task to raise awareness within the Catholic community and beyond about the responsibility and ability of all people to play a part in bringing about justice and peace, both in their own country and worldwide.

www.justitiaetpax.nl

Cordaid

Cordaid combines more than 90 years' experience and expertise in emergency aid and structural poverty eradication. CORDAID is one of the biggest international development organisations with a network of almost a thousand partner organisations in 36 countries in Africa, Asia, and Latin America. The counterpart organisations work on various themes, including health care, quality of urban life, access to markets and peace and conflict. Each year around 170 million euros is spent on initiatives in the South. Of that, over 30 million euros is available for emergency aid. A small part is spent in the Netherlands on lobby, public support and consciousness-raising.

www.cordaid.nl

Mensen met een Missie

Mensen met een Missie (People on a mission) is the Netherlands' Catholic missionary development organisation. It is our mission to work for a world with justice and peace for mankind. For more than 75 years, Mensen met een Missie has sided with those who do not give in to adversity and repression, and who take their fate into their own hands. To this end, the organisation makes staff and funds available to faith based grassroots organizations, religious institutes and popular movements in the south which make self-confident efforts to end injustice and inequality based on the principle of solidarity. Mensen met een Missie is active in Africa, Asia and Latin America. Mensen met een Missie provides a voice for people from the south in Dutch society.

www.mensenmeteenmissie.nl

Annex 2. Work plan and Methodology

Workplan for research on 'Education in Papua, Indonesia'

1. Background

In 2006 Indonesia confirmed its commitment to recognize Education as a human right. Since then many efforts have been undertaken by the government to improve access and quality of education. Earlier Indonesia pledged to work towards the achievement of the MDG's. Notwithstanding mentioned efforts many factors are hampering the implementation of these intentions, not in the least the enormous size of the country, the Autonomy Law and the decentralization of education since 1999. Remote regions – far from the control and reach of the central government - experience the most complex problems. Therefore it is not surprising that commissioning agencies are concerned about the situation of the education sector in the most eastern provinces of Indonesia: Papua and Papua Barat (further referred to as Papua). Consequently the organizations commission a research to explore opportunities and to increase access to and quality of basic and secondary education, with the expectation that in the future the results of the research can provide input for interventions directed to a constructive contribution to the education sector in Papua. Special attention will be paid to the Lobby & Advocacy aspect of study outcome!

2. Objectives of this research

The Participatory Action Research will be done in two inseparable sequences to reach one goal: to motivate the civilians of Papua to actively participate in realizing their primary right on qualified education system, and to involve them in building good governance which is responsive to the people's roles in the future.

Specifically, the first part of the research is aimed at:

- a) analyzing and describing the education sector in Papua, including the legal framework, the political context, system and management of the government, down to the process of making the budget, allocations of the budget, also to demonstrate the best methods to improve the access and quality of the basic education in Papua.
- b) identifying potential actors and programmes to be worked onto during the second sequence, and the potentials of cooperation on educational purposes in the future.

Result of the first part of the research will become input for the framework of the second part, which will probably be aimed at:

- a) getting deeper understanding on access to education and good governance in village areas, and to support local stakeholders on (practically) analyzing the actual impact of educational situation at some Resorts in Papua.
- b) supporting the society, schools, local NGOs as well as local governments on actions to attempt realization of good governance.
- c) identifying and describing a factual intervention which will contribute to develop increased access and quality of education and could become a model for people in other areas.

Focus of the research and research questions

The Terms of Reference stipulates that the Consultants Team will focus on collecting and analysing data on the functioning of the education sector in Papua and make recommendations on possible future actors and programmes for the second part of the research (which is not part of this research). Regarding the above mentioned a number of research topics, research questions and related key issues can be addressed.

A. On the functioning of the education sector in Papua:

1. Key data on the performances of the education sector in Papua

- *What is the main conclusion when looking at the current situation in terms of access and quality in the education sector in Papua?*
- *Is the current education system beneficial for or valued by local communities?*

Key issues:

- a. facts, figures (national and for Papua and Papua Barat) and trends on **access to basic and secondary education**, disaggregated by gender, regencies, ethnicity (Papua vs Non Papua) and wealth (if possible for 2004 and 2009, or 2003 and 2005 so progress or change in 5 years will become clear)

MDG indicators

- ◆ statistics on net enrolment primary education
- ◆ statistics on net enrolment junior secondary education
- ◆ data on proportion of pupils starting grade 1 who reach grade 5
- ◆ data on proportion of pupils starting grade 1 who complete primary school
- ◆ data on proportion of pupils starting grade 1 who complete 9 years basic education
- ◆ literacy rate from 19-24 years old people

Other data:

- ◆ overall school attendance in primary school (APM)?
- ◆ Drop out ratio of primary school per village
- ◆ Number of schools per district
- ◆ Average distance to schools
- ◆ In three selected districts (different in remoteness and economic standards) find data per sub district on # SD, # pupils, # guru, # students per school, # teachers per school, average distance to schools
- ◆ Multi barrier problems in remote areas taking into account the wide diversity (solutions?)
- ◆ tables graphs

- b. facts, figures and trends on the **quality of basic and secondary education**, disaggregated by gender, regencies, ethnicity and wealth

- ◆ Teachers presence ?
- ◆ School hours (jam pelajaran cukup dan sesuai situasi dan kondisi local?)
- ◆ Level of pupils at end of primary and/or basic education in comparison to national level (bisa membaca, menulis dan berhitung? Standards to use?)
- ◆ Teachers training?
- ◆ # teachers with S1? New law?
- ◆ Teachers training institutes (LPTK) where?....

- c. appreciation of local communities on education system

- ◆ FDG with parents/children in schools
- ◆ Direct observation in schools around Jayapura, Manokwari and in region (**suggestions from Dinas Pendidikan? (both model schools and others)**)
- ◆ Role and performance and capacity (monitor fin transparency/quality of teaching) of Komite Sekolah (who takes part in Komite sekolah?)

- d. role/support of religious institutions:

- ◆ Role of churches/synode

2. Legal framework

- *What is the current situation on laws and regulations regarding access to education for all?*
- *What mechanisms are relevant for the right to education?*

Key issues:

- a. Education related relevant laws and regulations,
 - ◆ Laws and regulations on national level (UUD, MONE, MORA others?)
 - ◆ International signed covenants/pacts such as childrens rights...
- b. Sub-national level ordinances and policies and plans (Papua) .
 - ◆ Perda's and regulations on provincial level (Papua/Papua Barat) (Dinas??)
 - ◆ Regulations on district level (sample districts....).
- c. Special Autonomy Law on education
- d. Mechanisms relevant for the right to education
 - ◆ Accountability mechanisms (accountability for public service delivery)
 - ◆ Right to information
 - ◆ Anti corruption initiatives
 - ◆ Complaints procedures in cases of mismanagement
 - ◆ Freedom of speech and association

3. Workability of the legal frameworks

- *To what extend is the legal framework sufficient to guarantee (improved) access to education for all in Papua?*

Key issues:

- a. Legal framework in relation to local knowledge systems
- b. Legal framework in relation to local circumstances
- c. Legal framework in relation to local capacities to implement regulations and guidelines

4. Formal governance and management system of the education sector

- *How does the formal governance and management system in the education sector works, is controlled and monitored?*
- *What are the factors/aspects that influence MONE's ability to manage basic education?*
- *What are the common challenges/difficulties?*
- *What do parents, teachers and children want from basic education and how can they get it?*

Key issues:

- a. responsibilities, accountabilities and authorities of the various actors on the various levels (central, provincial, district) ...
- b. practical examples of above mentioned
- c. responsibility for the performances of schools (on access and quality) (school based management dalam praktek di Papua? SBM)
- d. recruitment, hiring and firing of school teaching and non-teaching staff
- e. formal (government managed) inspection
- f. inspection and monitoring organized by other players and programme implementers (YPK, YPPK, UNICEF).
- g. Is public expenditure made publicly available in an accessible way

5. Resource envelope for the education sector (in Papua)

- *What are current, past and foreseen trends regarding the various sources, expenditures, costs for basic and secondary education?*
- *Are resources sufficient for improved access for all?*

Key issues:

- a. the resource envelope on national and province (Papua) levels, other sources such as DAU (Dana Alokasi Umum) Otsus UU 22, Own revenues, National UU 21
- b. guidelines for expenditure available?
- c. expenditure per pupil per year for primary education and SMP (dana BOS?)
- d. contributions (in-kind included) of pupils (parents) and the wider community

6. Policies and budget planning regarding education sector in Papua

- *What actors are involved in the policy and budget planning and what is the base/method for planning?*
- *How do local/rural people participate in systematic change?*

Key issues:

- a. What mechanisms are used for policy and budget planning
- b. Actors on national (DPR), provincial (DPRP) and district level (DPRD)
- c. Involvement of civil society
- d. What monitoring processes of performances are used?
- e. What is the frequency of monitoring, and carried out by whom?
- f. Are monitoring tools/processes known on district level?
- g. Monitoring processed of Public Expenditures (PETS)

7. Comparison Papua situation to international standards

- *To what extent does the situation in education matches with international standards?*

B. On possible future actors and programmes

1. Other programmes related to access to and quality of education in Papua

- *What other players are active in the same field?*
- *Which aspects of education support are the most significantly improved by the various programmes? Which aspects are not?*

Key issues:

- a. past, current and planned programmes of key (state and non-state) players related to both access to and quality of education in Papua....
- b. synopsis of available sector or programme evaluations and reviews will be included.
- c. Donor harmonization at Papua Province level both by Indonesian Government and by donors
- d. Sector wide approaches (SISWA)

2. Contextualized curriculum

- *What might be the benefit of a contextualized curriculum and how to explore possibilities, taking into account best practices?*

Key issues:

- a. Possibilities to develop contextualized curriculum
- b. Best practices and experiences of contextualized curriculum
- c. Involved actors

3. Potential local stakeholders for future collaboration

- *What are possible local stakeholders and how to identify them?*
- *Who are the leading, and behind the scenes, actors in promoting basic education in Papua and what are they doing?*

Key issues:

- a. Criteria for local stakeholders
- b. Identifying local stakeholders
- c. Existing forms of community organizing in relation to education

4. Major donors and international NGO's in the field of education

- *What are the main donors in the field of education and their policies, focus, approaches, alliances? Key issues:*
 - a. Policies, focus and approaches of main donors
 - b. Policies, focus and approaches of Netherlands based organizations
 - c. Policies, focus and approaches of European organizations

The research on the above mentioned topics will generate recommendations on:

1. **Options for further actions** by the commissioning agencies within the context of a right based approach and/or the realisation of good governance and community participation within the education sector: possible intervention areas, geographical focus and strategies, including strategic partnerships.
2. **Identification of possible actors and/or strategic alliances**, apart from government, including a rapid assessment of their current and possible future potencies
3. **Identification of knowledge institutions and consultancy organisations / consultants** able to support further programme development.
4. **Presentation of a way forward**: how to follow up on the findings (next steps), including who should be involved in these steps.
5. **Draft policy recommendations** to major stakeholders who aim to realize the right to education in Papua.

3. Methodology

Basically the methodology will consist of the following:

◆ Desk research, data collecting

Documents to be reviewed partly provided by the commissioning agencies and partly found on internet or through other resources as well as obtained when conducting interviews. To obtain a deeper knowledge of the research framework it is expected that each consultant has to conduct a desk study separately. One of the local consultants will also do a desk study and quick assessment on legal frameworks at local level.

Secondary data collecting, such as: statistical documents, international/national/local constitutions, national and local state funding, mass media publications, research reports, internet publications, brochures, etc. that are related with education, especially in Papua. A list of relevant resources is provided in annex 1.

Other data resources:

- Statistic Departments of Papua and Papua Barat Provinces
- Knowledge institutions (University Cendrawasih and University Papua)
- Local NGOs, especially who has a programme which concerned with education or related issues (corruption, good governance, etc.)
- Adat Council/Institutions in Papua dan Papua barat

◆ Interviews and meetings with relevant resource persons and organizations

Develop an discuss interview guideline

An interview guideline will be developed to be used during the interviews with the suggested resource persons and organizations. Probably in a later stage focus will be put on certain issues depending on the nature of the organization. Therefore it is expected that the interview guideline will be a general one with room for other questions that might come up during the interview. Therefore the interview is expected to be semi-structured of nature.

Make appointments and conduct semi structured interviews

The list of resource persons and organization is provided in Annex 2. The duration of the interviews with each resource person is expected to take 0,25 to 0,50 day, whilst time is also allocated to make the appointments. It is suggested to add Bappenas and Universitas Terbuka (in Jakarta) to the list of resource organizations respectively to be informed on the national development plan on education by the Directorate for Education and Religious affairs at Bappenas and Bappeda (regional level) and with UT to obtain more information on certification of teachers in practice.

♦ **Focus Group Discussions (FGD's) and direct observation**

FGD's will be held with competent elements to crosscheck between the data and the facts. The FGD's will be organized in two regions, one in Papua and one in Papua Barat.

Develop criteria for focus group discussions

Develop criteria for FGD's with school leaders/teachers and students in order to cross check data and conduct interviews with selected school leaders.

- a. Interview with school principal of elementary schools, junior (and senior high schools) in Papua and Papua Barat.
- b. FGD with teacher of elementary schools, junior and senior high schools in Papua and Papua Barat.
- c. FGD with school committee of elementary schools, junior and senior high schools in Papua and Papua Barat.
- d. FGD with student of elementary schools, junior and senior high schools in Papua and Papua Barat.

Direct field observation (spontaneous)

Meeting and speaking with children in and out of school in the Jayapura area. Speaking directly with teachers at no more than three schools in Jayapura area. Speaking with selected parents about their concerns for the school system.

- ♦ **Identifying potential local stakeholders, future actors** by the local consultants during research and interviews. The local consultants are expected to be knowledgeable on the situation and regarding possible actors in the region and capable of out of the box thinking

♦ **Presentation of findings to Educations Sector Working Group**

The donors on education have established a Education Sector Working Group, a sub-group working on education in Papua. This sub-group is currently chaired by UNICEF. Contactperson is Mohamed Malick Fall (mmfall@unicef.org). Findings of the research will be presented at the end of November to obtain input from the members and local government.

♦ **Draft and final report**

Taking into account remarks and comments from commissioning agencies, the findings of the desk study and interviews, the international consultant will prepare a draft report. After discussion with and comments received from commissioning agencies and other consultants, the international consultant will prepare a final report.

The total assignment will take 63 working days, of which a total of 25 days is allocated for each local consultant and 25 days for the international consultant days including traveling time.

Tentative Timeframe

The attached time-schedule is still tentative as the strength and availabilities of the other two local consultants is not known yet. The time-schedule will be further developed after the assignment has been commissioned. See table attached. The deadline for delivering the final report is 20 December 2009.

Other relevant sources:

AusAID (Michael Morrissey: michael.morrissey@ausaid.gov.au en Katheryn Bennett: katheryn.bennett@ausaid.gov.au). Ausaid has plans to intensify their efforts and activities in the coming years. Worlbank (Sheila Town: stown@worldbank.org, research on local governance education in 5 district: publication to be finalised) active on education in Papua. A PETS for Papua is nearly finished. Information on budget planning and performance and monitoring processes is available at the Ministry of Finance.

4. Time frame

The workplan and time frame are laid out in detail in a separate excel file. Important data are:

De briefing in Papua:	7 December
De-briefing in Papua Barat,	4 December
Draft report	20 December
Final report	January 2010

This research is commissioned by Faith Based Network from the Netherlands (contact persons Jeroen Jurriens and Marijn Peperkamp, Mrs Monique Soesman), who have contracted three consultants for this research: Ms Monique Soesman (Teamleader) and two local consultants: Ms Danarti Wulandari and Mr. Johanis Rumere.

The commissioning agencies will follow the research process. Thereto Regular discussion with commissioning agencies and consultants are planned. These discussions are vital to create and maintain a common understanding of the purpose and directions for this research.

Tentative dates:

Week of 26 October : Wednesday 28 October

Week of 9 November : Wednesday 11 November

Week of 23 November : Tuesday 24 November (including Cordaid, Mensen met een Missie)

Week of 7 December : Tuesday 8 December

The commissioning agencies will discharge the consultants after the research has been completed satisfactorily and according to the terms of the contract.

Annex 3. Overview of resource persons and organisations consulted

Name	Title /Institution
Indonesian Government Officials	
Jakarta	
Mr Muchlas Samani	Director for Human Resources, Directorate General of Higher Education, Ministry of National Education
Papua Province	
Mr. James Modouw	Head of Provincial Education Office
Mr. Muhammad Yusuf	Papua Education Coordinator, World Bank Project
Mr. Samuri Ongge	Head Planning and Cooperation, Dinas Dikpora
Mr. Loby	Head Planning and Synchronization, Dinas Dikpora
Papua Barat Province	
Mrs. Bernarda B. M. Henan	Head Provincial Education Office
Mr. Agustinus Sroyer	Head Primary and Secondary Education, Provincial Education Office
Mr. Edison Ompe	Head Sub division for Higher Education, Provincial Education Office
Mr. Muhamad Bauw	Chairman of Bos Funds Management Team, Provincial Education Office
Mr. Martinus Tonapa	Head of Budget planning department, Provincial Government Office (PEMDA)
Mr. Imanuel Pangaribuan	Head Sub Division Social & Cultural Affairs, Provincial Planning Board (Bappeda)
Mr. Samuel Aronggear	Secretary District Education Office, Manokwari
Mr. Leuwik Kamresar	Head Elementary Education, District Education Office, Manokwari,
Mr. Martinus	Head Technical Staff Section SLTP, District Education Office, Manokwari
Mrs. Elisabeth Somboraro	Head of Technical Staff Section Elementary School, District Education Office, Manokwari,
Mr. Hans Loudwig Mandacan	Head of Social and Cultural Affairs department, District Planning Board (Bappeda Kabupaten Manokwari)
Mrs. Frida Klasin	Vice Chairperson Working Unit for Women's Affairs, Majelis Rakyat Papua (MRP)
Government of The Netherlands	
Mr. Arnold van der Zanden	First Secretary Science and Education, Royal Netherlands Embassy.
Knowledge Institution	
Mr. Frans Wanggai	Former Rector University of Papua, Manokwari
Mr. Victor Fere	Vice Dean Academic Affairs at University of Papua, Manokwari
Prof. Dharmojo	FK IP Universitas Cendrawasih, Jayapura
Mr. Frans Rumbrauw	FKIP Cendrawasih University, Jayapura
Mr. Parlindungan Sitompul	Principal Kolese Pendidikan Guru (KPG) Papua, Kabupaten Sorong
Mr. Marsum	Cendrawasih University, Jayapura
Teacher union	
Mr. Jairus Rumfabe	Ketua PGRI of Papua Barat
Mr. Ferdinand Simatauw	Secretary PGRI of Papua Barat

Donor Organizations

Mrs. Ira Febriana	UNICEF
Michael Morrissey	AUSAID
Mrs. Katie Smith	AUSAID
Mr. Rendy Djauhari	USAID
Mrs. Sheila Town	World Bank
Mr. Jan Willem Blankert	European Commission Delegation

Church based education organizations

Mr. Anthonius Malir	Ketua PSW-YPPK Manokwari
Mr. Pdt Elly Doirebo	Vice Chairman Badan Pekerja Am Sinode Gereja Kristen Injili (GKI) di Tanah Papua
Mr. Yan Piet Baibaba	Chairman PSW YPK Manokwari
Mr. Vincent	Secretary YPPK Jayapura
Mr. Abdul Rasyid	Secretary 1 Yapis, Yayasan Pendidikan Islam, Jayapura
Mr. Albert	YPPGI, Yayasan Pendidikan dan Persekolahan Gereja Injili

Civil Society Organizations

Mr. Budi Santoso	Director of Institute for Civil Strengthening (ICS), Jayapura
Mr. Yusak Reba	ICS, Jayapura
Mr. Mujiyanto	Director of PERDU, Manokwari
Mr. Pietsau Amafnini	Coordinator of JASOIL (Jaringan Komunikasi Sosial dan Lingkungan), Manokwari

Others

Mr. Bagyo Y. Moeliodihardjo	Lecturer University of Indonesia
Mrs. Christiana Chelsea Tan	Legal Consultant

Teachers consulted in Focus Group Discussions

SD YPK Bakaro, Kampung Bakaro, Kabupaten Manokwari

Mr. Markus Wapai	Principal and teacher grade VI
Mr. Aser Sawor	teacher class I, II, and III
Mr. Laurensius Akwari	teacher class V
Mr. Hofni Maker	teacher class IV (honoror)

SD Negeri 18 Malaumkarta, Malaumkarta village, Sorong District

Mr. Sefnat Sani	Principal and teacher class V
Mr. Marthinus Gifelem	teacher class VI
Mr. Philipus Majefat	teacher religion
Mrs. Agustina Kalami	teacher class I
Mr. Yermias Upessy	Sports teacher
Ms. Bastiana Kalami	teacher class III (honoror)
Ms. Agustina Majefat	teacher class IV (honoror)

SD YPK Sion Padang Bulan, Wamena

No names available

Parents consulted in Focus Group Discussions

Kampung Bakaro, Manokwari District

Mrs. Saina Rahanayan
Mrs. Anita Waisani
Mrs. Ema Kubiari
Mrs. Yantie Rumbewas
Mrs. Martina Wiay
Mr. Johannes Serimbe
Mr. Amos Sumbung

Kampung Malaumkarta, Malaumkarta village, Sorong District

Mr. Oktovianus Mobalen	Head of village
Mr. Adam Do	
Mr. Efert Kalami	
Mr. Yahya Sapisa	
Mr. Welem Kalami	
Mr. Obeth Kalami	
Mr. Melkianus Su	
Mr. Manuel Mobalen	
Mr. Marthen Kalami	
Mr. Frans Magablo	
Mr. Wilhelmus Kalami	
Mr. Alexander Salamala	
Mr. Simon Kalami	
Mr. Imanuel Mobalen	

SD YPK Sion Padang Bulan, Wamena

No names available

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<http://bps.papua.go.id/>

http://bsnp-indonesia.org/id/?page_id=105

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www.pmri.or.id

Annex 5. Tables and figures on access to basic education

Figure 1

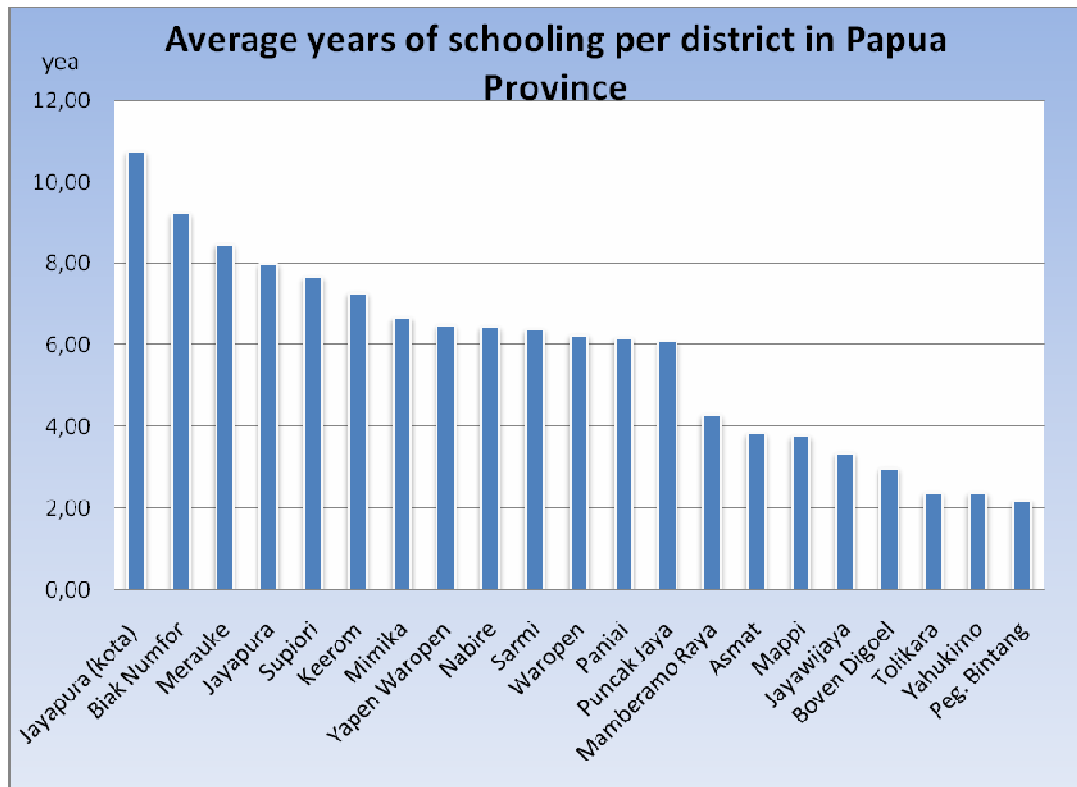


Figure 2

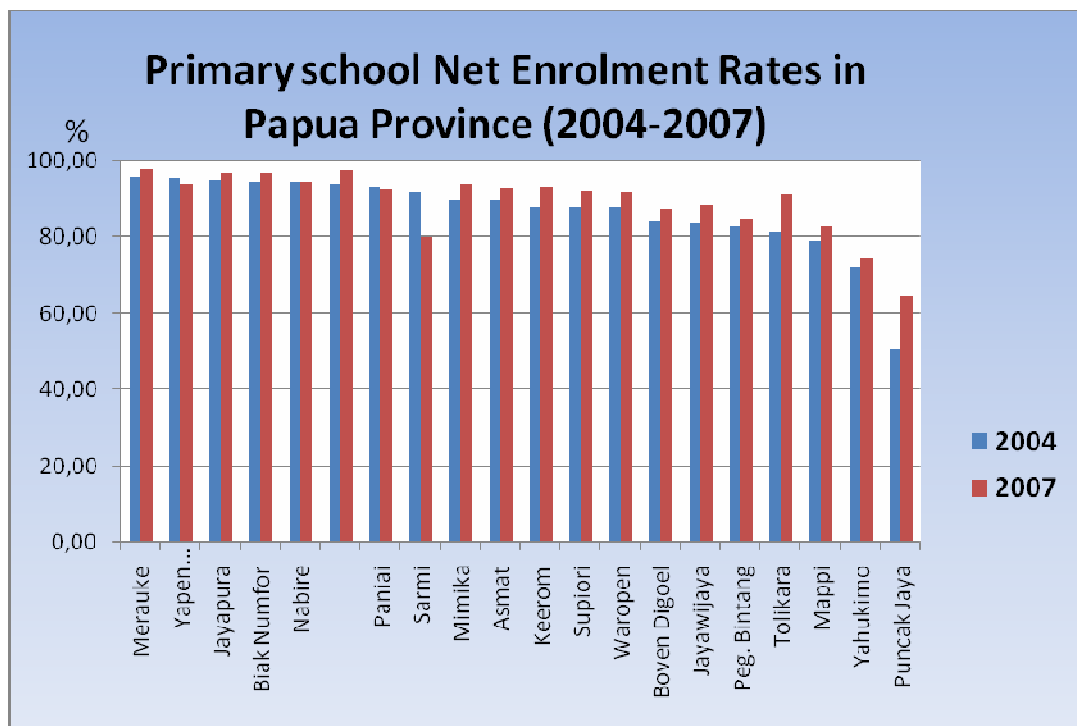


Figure 3

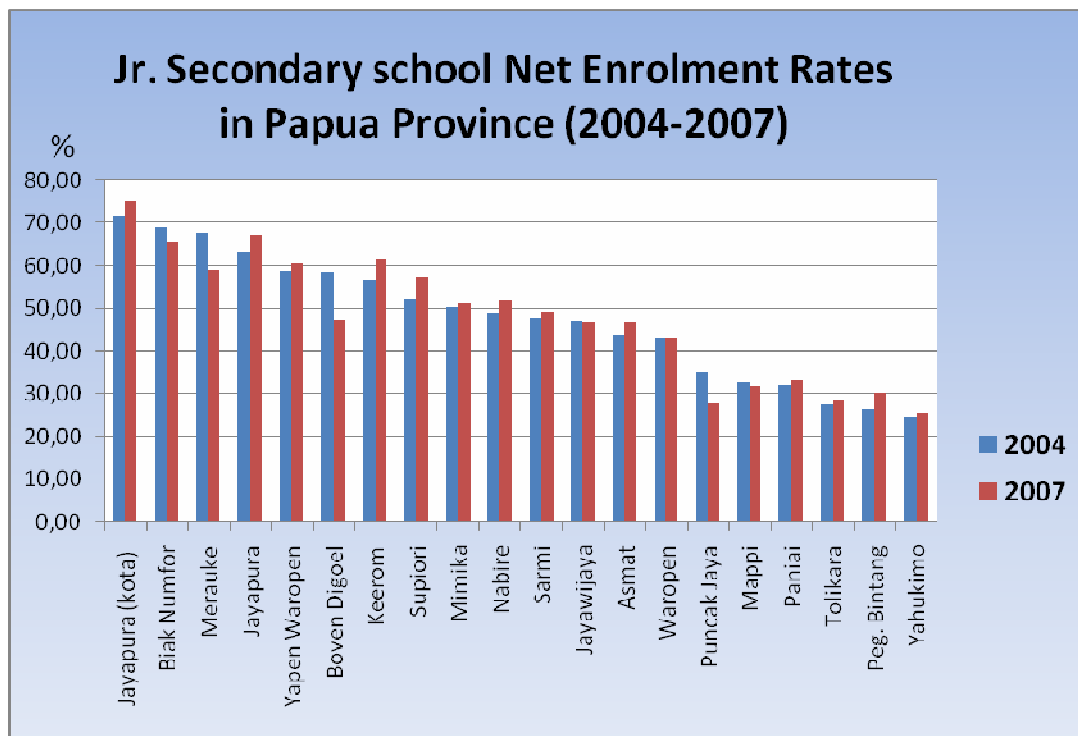


Figure 4

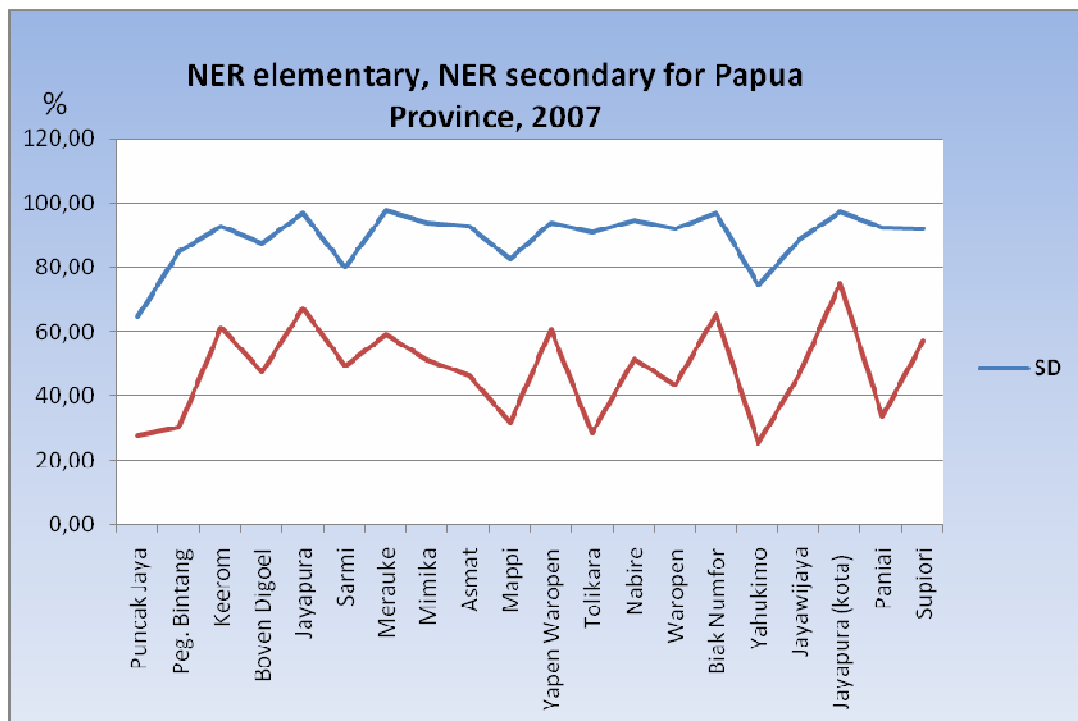


Figure 5

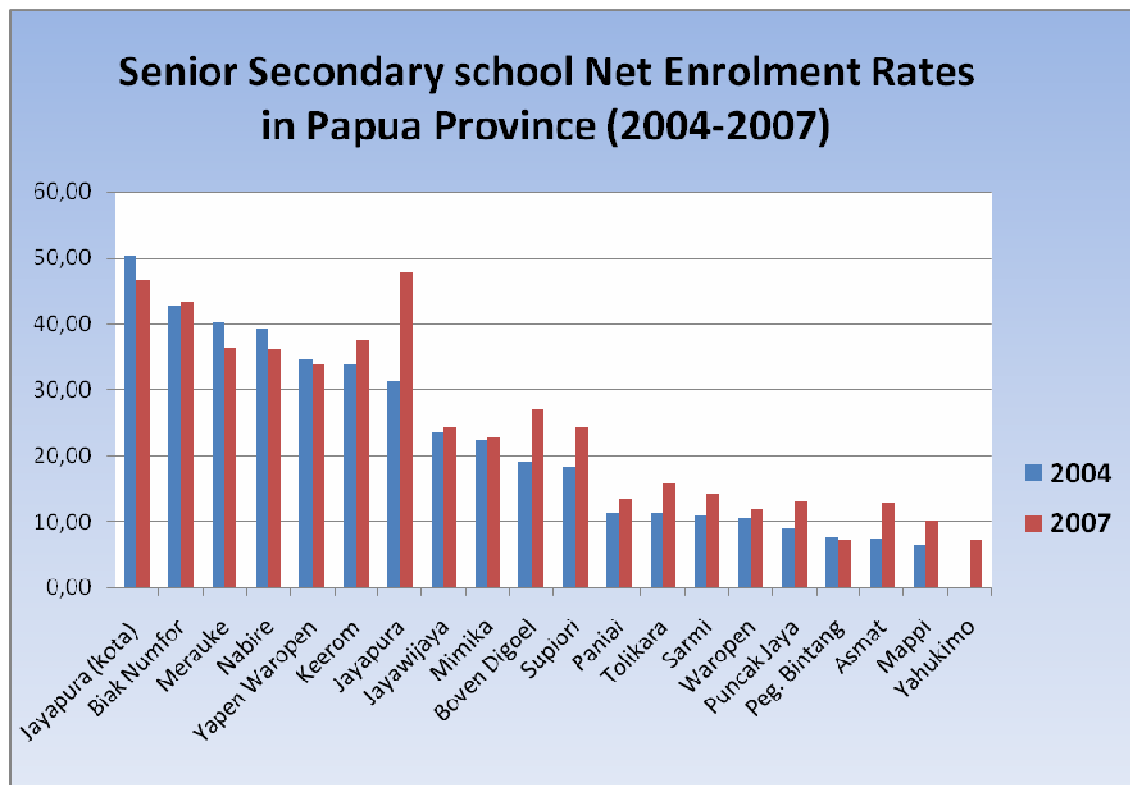


Figure 6

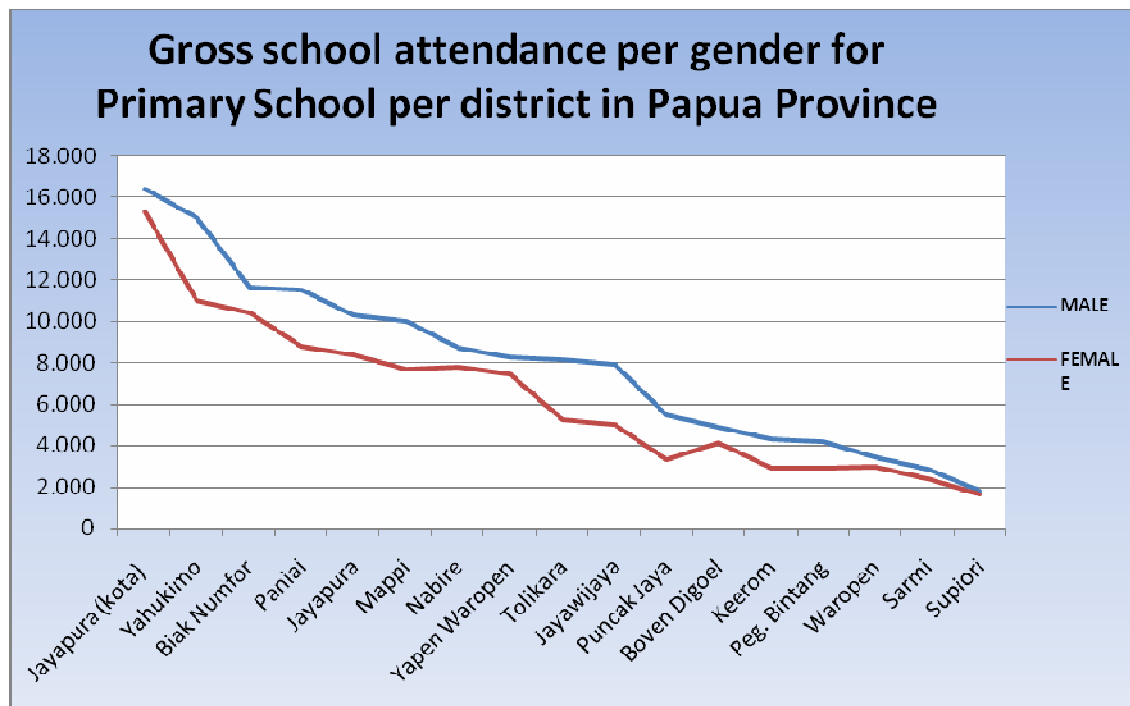


Figure 7

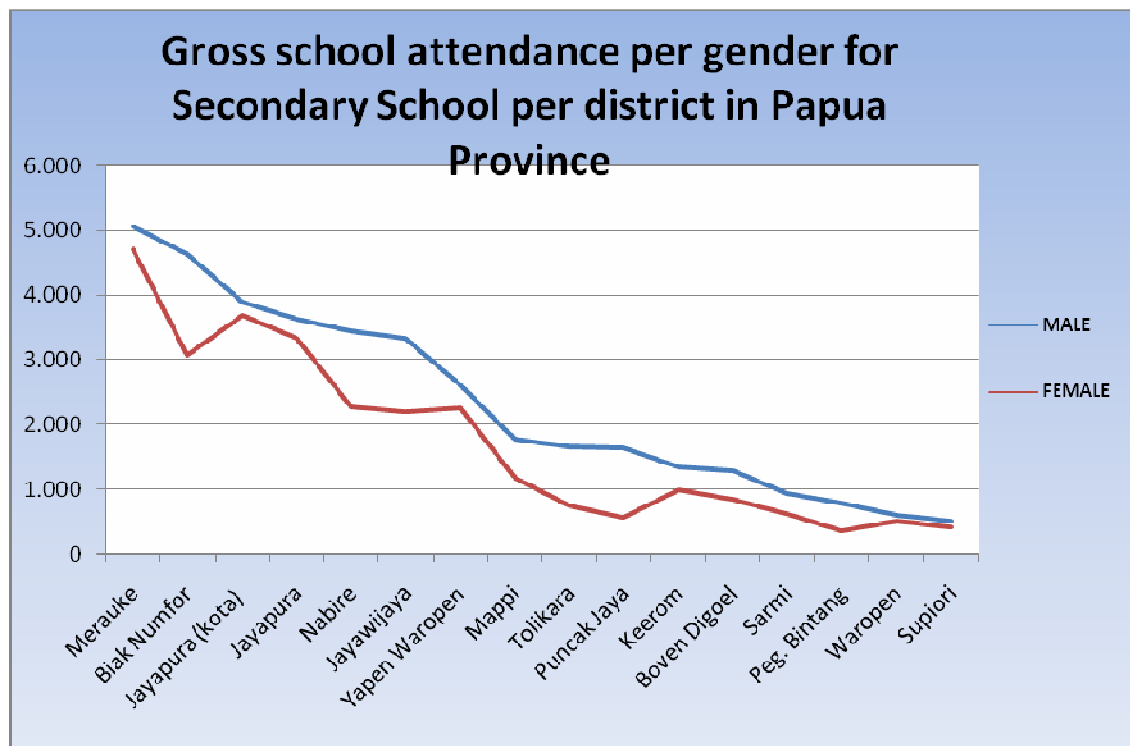


Figure 8

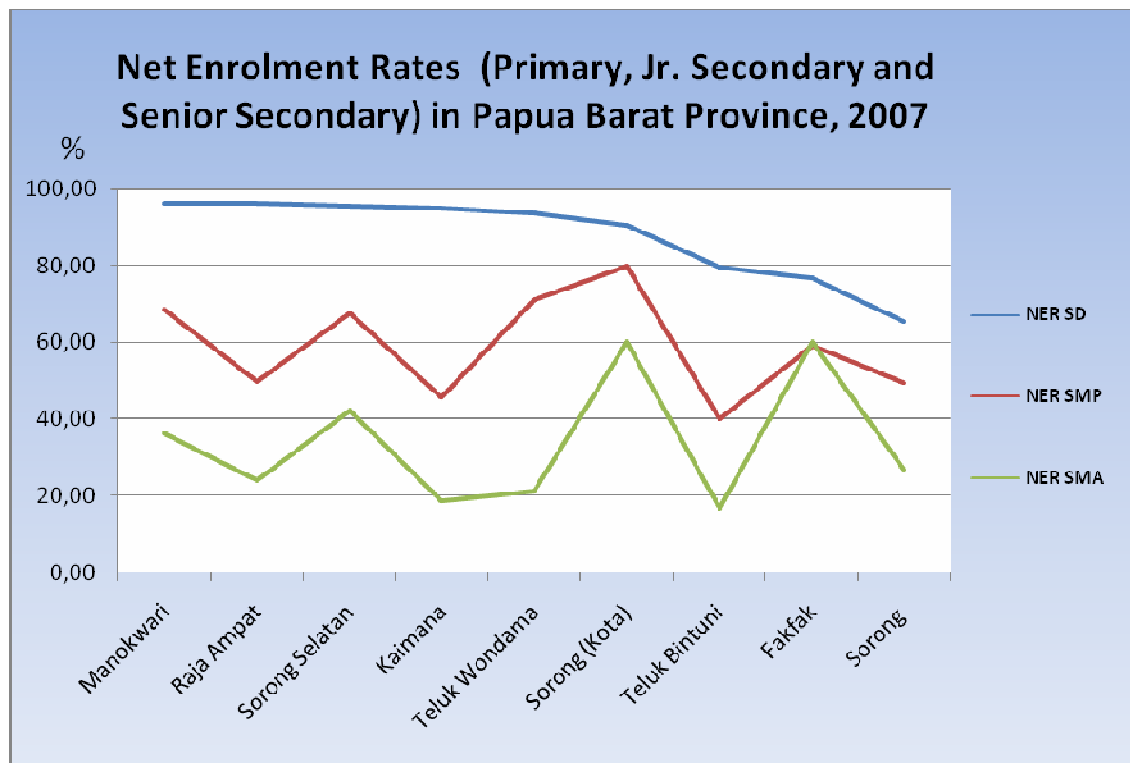


Figure 9

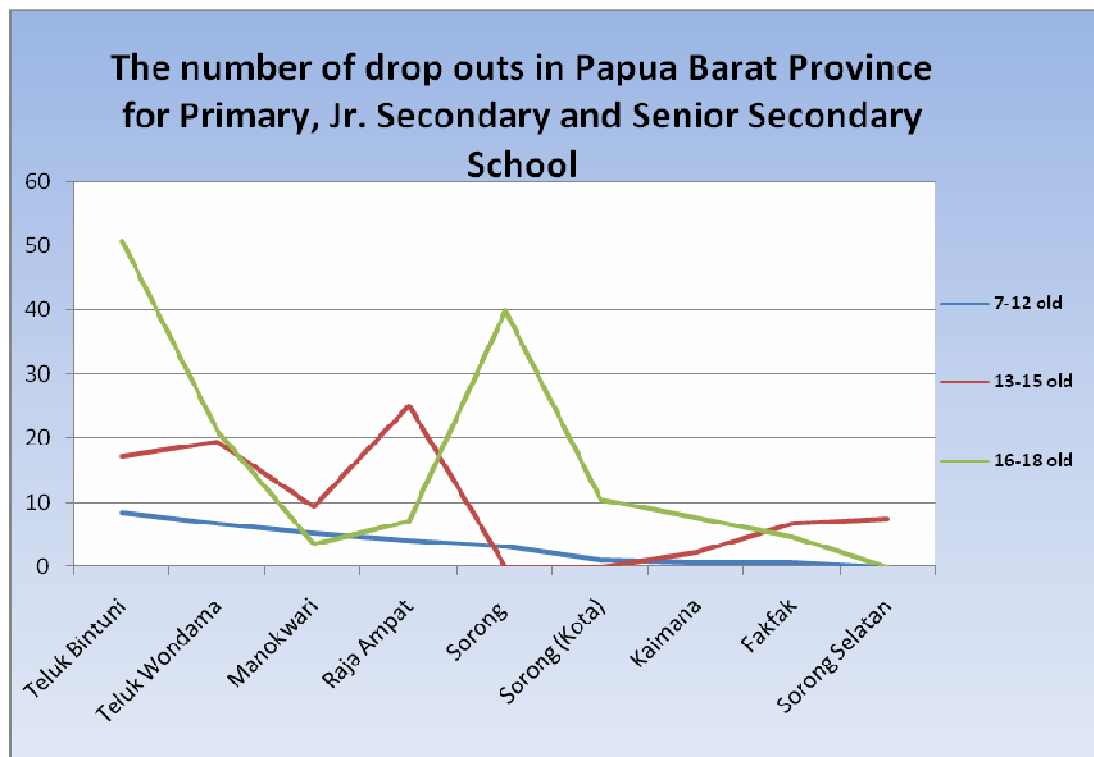


Figure 10

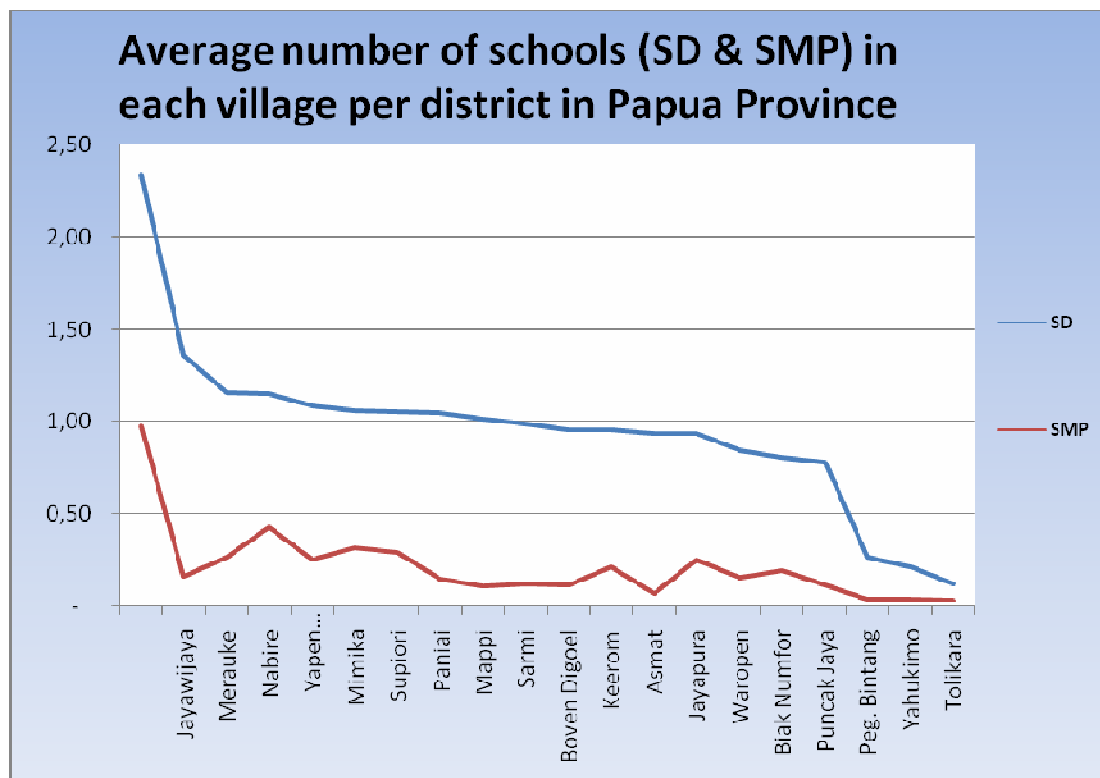


Figure 11

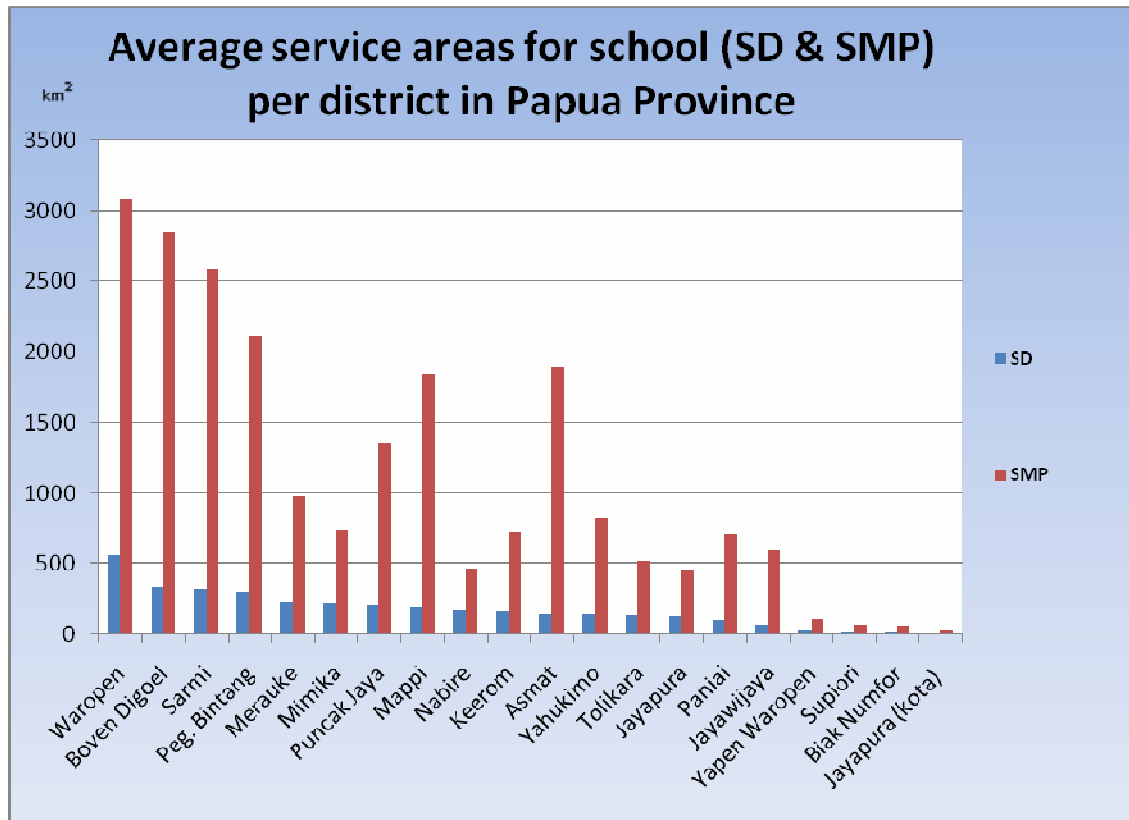


Figure 12

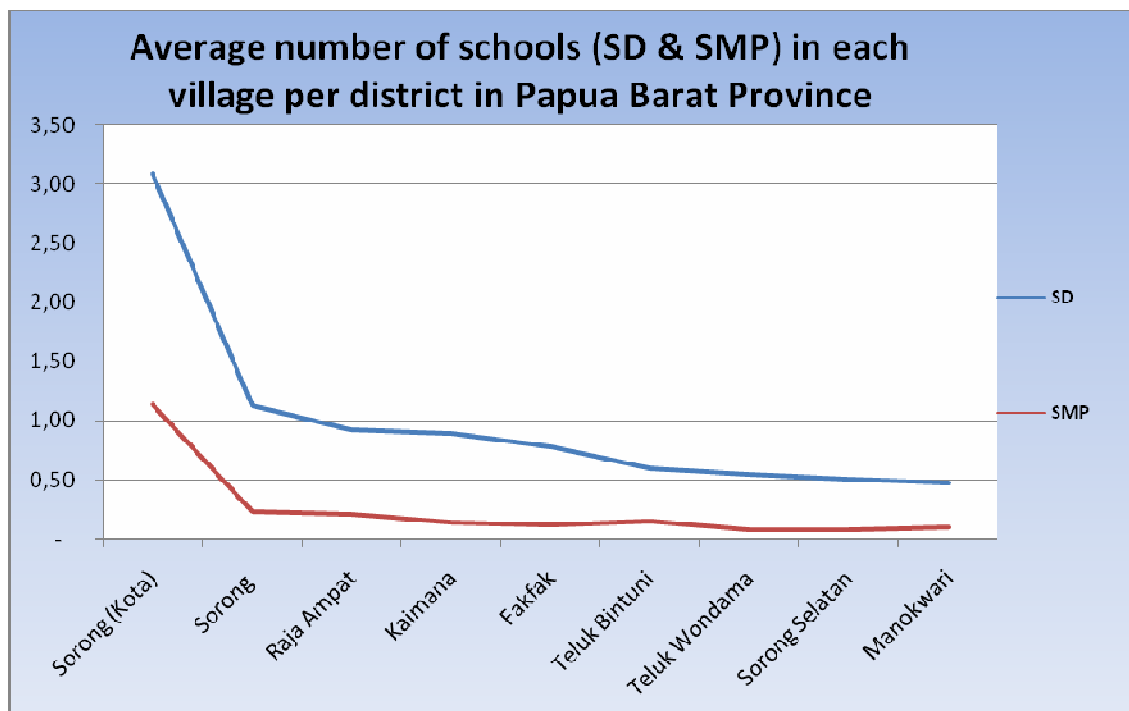
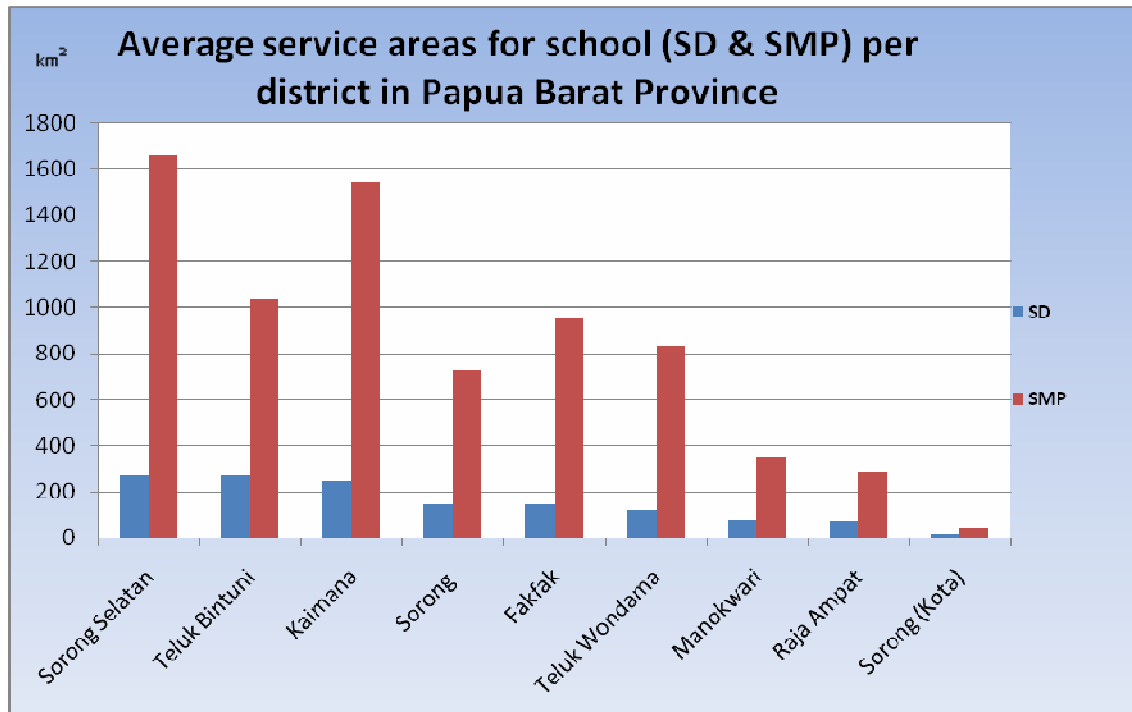


Figure 13



Annex 6. Tables and figures on quality of basic education

Figure 14

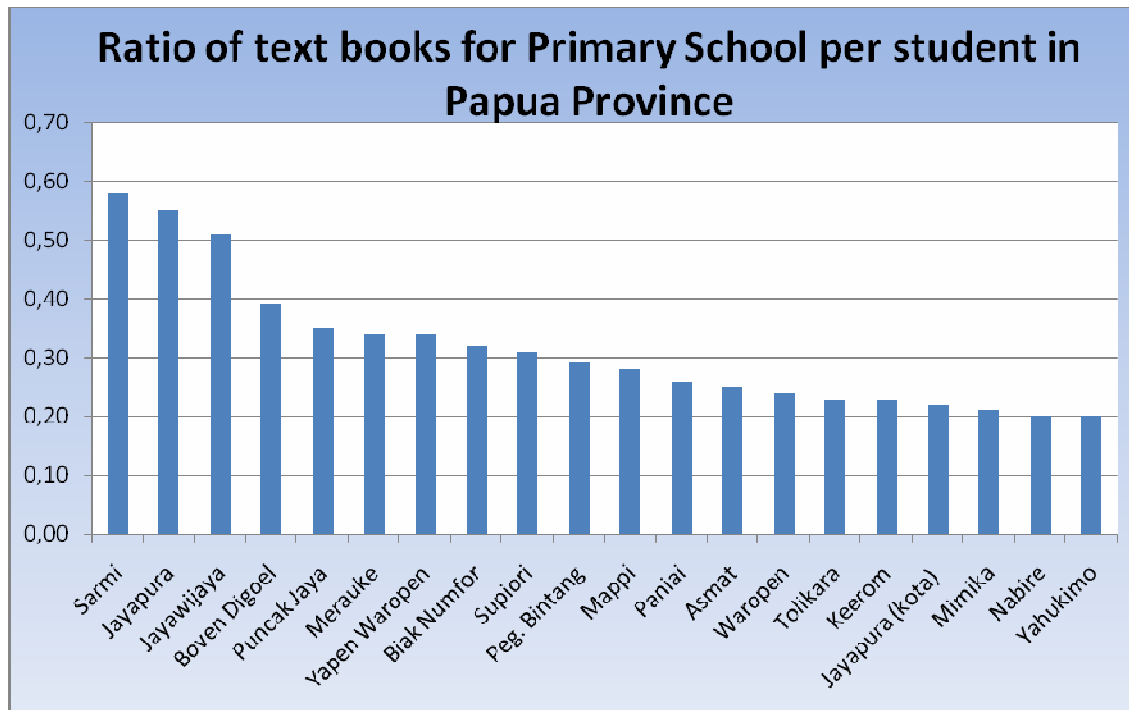
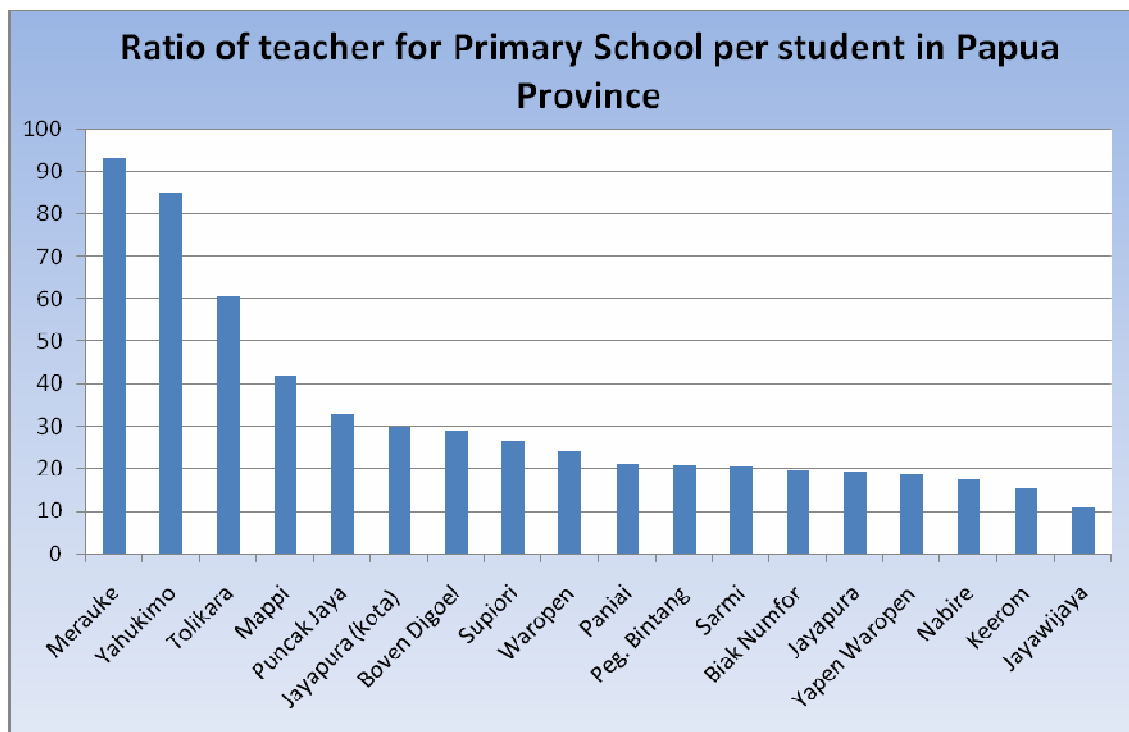


Figure 15



Annex 7. Legal Framework

International Covenants	
1.	<p>International Covenant on Economic Social and Cultural Rights (ICESCR) (Entry into force 3 January 1976) (Ratified in Indonesia 28 October 2005 with UU number 11, 2005) Art. 13, 14. Accepted: 23 Feb 2006. States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: Make primary education compulsory and available free to all; Take measures to encourage regular attendance at schools and the reduction of drop-out rates. States Parties shall take all appropriate measures to ensure that school discipline is administered in conformity with the present Convention. States Parties shall promote and encourage international cooperation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries.</p>
2.	<p>Convention on the Rights of the Child (CRC) (entry into force 2 September 1990) Reservations and Declarations: Articles 1, 14, 16, 17, 21, 22 and 29; seven states filed objections to the reservations. Article 1 For the purposes of the present Convention, a child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier. Article 28 States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: Make primary education compulsory and available free to all; Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child, and take appropriate measures such as the introduction of free education and offering financial assistance in case of need; Make higher education accessible to all on the basis of capacity by every appropriate means; Make educational and vocational information and guidance available and accessible to all children; Take measures to encourage regular attendance at schools and the reduction of drop-out rates. States Parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention. States Parties shall promote and encourage international cooperation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries. Article 29 States Parties agree that the education of the child shall be directed to: The development of the child's personality, talents and mental and physical abilities to their fullest potential; The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations; The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own; The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin; The development of respect for the natural environment No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principle set forth in paragraph 1 of the present article and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State.</p>

The National Constitution of Indonesia - 1945	
1.	<p>Article 31 Every citizen has the right to receive education. Every citizen has the obligation to undertake basic education, and the government has the obligation to fund this. The government shall manage and organise one system of national education, which shall increase the level of spiritual belief, devoutness and moral character in the context of developing the life of the nation and shall be regulated by law. The state shall prioritise the budget for education to a minimum of 20% of the State Budget and of the Regional Budgets to fulfil the needs of implementation of national education. (amended in 2002) The government shall advance science and technology with the highest respect for religious values and national unity for the advancement of civilisation and prosperity of humankind.</p>

National Laws	
1.	<p>Law number 44/2002 about the establishment of school committees and education councils</p> <p>Article 1 1. In every district an education council shall be established initiated by the community or the local district government, 2. In every school unit a school committee shall be established initiated by the community, the school or the district government.</p> <p>Article 2 Guidelines for setting up the committee and the council are provided in the annexes to this law.</p> <p>In the annexes an overview is given how to set up the committees and councils, the organisation, statutes, the role of the committee and council.</p>
2.	<p>Law number 23/2002 about the protection of the Child</p> <p>Article 9 1. Every child has the right to education and learning to develop him/herself in accordance with his intellectual capacities and talents.</p> <p>Article 48 The government has the obligation to provide a minimum of 9 years education for every child.</p> <p>Article 49 The state, government, family and parents have the obligation to provide optimal chances for the child to obtain education</p>
3.	<p>Law number 20, 2003 on National Education System</p> <p>Article 5 (1): Every citizen has equal rights to receive a good quality education (3): Citizen in remote or less developed areas, and isolated areas have the right to receive education with special services.</p> <p>Article 6 (1): every seven to fifteen year old citizen has the right to education.</p> <p>Article 8 The community has the right to participate in the planning, implementation and monitoring, and evaluation of the education programmes.</p> <p>Article 11 The government and local governments have to ensure the availability of funds for the implementation of education for every citizen aged seven to fifteen years old.</p> <p>Article 12 (d): Every learner is entitled to receive educational grant if his/her parents are not able to bear the educational expenses.</p> <p>Article 32 (2): Education with special services is provided for learners in the remote and less developed, isolated areas, and/or for learners who are victims of natural disasters. Implementation of provision shall be further stipulated by Government regulation.</p> <p>Article 33 Local language can be used as a medium of instruction in the early stage of education, if needed in the delivery of particular knowledge or skills.</p>

	<p>Article 34 Every citizen can enrol in a compulsory basic education programme at the age of six. The Government and local governments guarantee the implementation of compulsory education at least for basic education free of cost. Compulsory education is the State's responsibility, which is provided by the Government, the local governments, and the community.</p> <p>Article 35 1. National Education Standards consist of the standard of the content, process, graduate outcomes, educational personnel, facilities and equipment, management, funding, and educational assessment, which should be improved systematically and regularly. National Education standards are used as a guideline to develop a curriculum, development of education personnel, provisions of facilities and equipment, management and funding.</p> <p>Article 36 The development of the curriculum is based on the national education standards for the pursuit of national education goals, (2) the curriculum at all educational levels and types of education is developed according to principles of diversifications, adjusted to the units</p> <p>Article 45 Every education unit shall provide educational facilities and equipment, which is further stipulated by a Government Regulation.</p> <p>Article 49 Education funds, excluding salaries of educators (and changed in constitutional court decree 24, 2007 to including salaries of educators) and service education expenditure are allocated at a minimum of 20 percent of the National Budget (APBN) and a minimum of 20 percent of the Regional Budget (APBD).</p> <p>Article 50 (1) The management of the national education system is the responsibility of the Minister. (2) The Government determines national policies and national standards for assuring the quality of national education. (3) The Government and local governments organize at least a unit of education 27 Act of the Republic of Indonesia on National Education System at all levels of education, to be developed further as a unit having international standards of education. (4) The Provincial governments organize the implementation of education, the development of educational personnel, and facility for education implementation across regions/cities for basic education and secondary education. (5) The District/City governments organize basic education and secondary education, and a unit of education which gives prominence to the local-content based education. (6) Higher education institutions can determine policy and shall have the autonomy in managing education units in their institutions. (7) The implementation of the provisions for education management, set forth in verse (1), verse (2), verse (3), verse (4), verse (5), and verse (6), shall be further stipulated by the Government Regulation.</p>
4.	<p>Law number 14, 2005 on Teachers and lecturers (Government Regulation 74/2008 provides further clarification on this law) Article 8 and 9 All teachers must be qualified, certified and in good health in able to bring the national education goals in practice.</p> <p>The government and the local government are obliged to provide professional, functional, special and additional incentives. Both central and regional governmental are responsible fro providing resources from their budgets (APBN and APBD) The minimum qualification for all teachers is at least a bachelors degree (S1) or four year diploma programme D4. Once certified teachers will receive incomes above the minimum substance level consisting of several allowances.</p>
5	<p>Law Number 2, 1989 and the Government Regulation Number 28, 1990, Basic education is a general education programme with duration of nine years compulsory basic education for every Indonesian aged 7-15 years.</p>

6.	<p>Law number 21, 2001 on Special autonomy</p> <p>Article 34 3c. Special funds in the framework of the Special Autonomy being an equivalent of 2% of the ceiling/maximum of the 'Dana Alokasi Umum (DAU)', will be prioritised for education and health expenses.</p> <p>Article 36 2. At least 30% of the funds as mentioned in article 34 will be used for education and at least 15% for health and nutrition improvement.</p>
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National Regulations	
1	<p>Government Regulation number 19/2005 on National Education Standards</p> <p>Article 2 The scope of national education standards comprises of (SNP):</p> <ol style="list-style-type: none"> standards on the contents; standard on the process; standards for graduation competencies; standards for educational staff and teachers; standards for infrastructure; standards for management; standards for costs standards for assessment of education. <p>Article 16 Composing the curriculum in each education unit at primary and secondary level will follow the guidelines of the BNSP (Badan Standar Nasional Pendidikan).</p>
2.	<p>Government Regulation number 38/2007 on Intergovernmental arrangements The regulation specifies the assignment of roles and responsibilities at each government level (Central government, Provincial Government and District government) The regulation provides an annex for each sector including education. For the education sector this comprises of sub-sectors: Policy Financial planning and budgeting Curricula Infrastructure and facilities Educational staff</p>
	<p>Government Regulation 19/2007 on management of education units The regulation provides detailed description and responsibilities for the education units including supporting participation of the community.</p>
	<p>Government Regulation number 50/2007 on management of education at local level The regulation provides detailed description on division of tasks between provincial and district government.</p>
	<p>Government regulation number 47/2008 on Compulsory Education. The state is responsible for providing compulsory education consisting of primary (SD) and junior secondary school (SMP) . Compulsory education can be obtained by formal and non-formal (paket A and Paket B) education.</p>
	<p>Government regulation number 48/2008 on Financing Education This regulation gives definitions and clarifies the different budget posts. It makes a distinction between central government and local government (provincial and district, not specified)</p>

Regional Regulations in Papua	
1.	<p>Perda Papua Number 5 /2006</p> <p>Article 5 The local government has the obligation to provide quality education services for all inhabitants, b) to provide sufficient teachers c) infrastructure to implement the education, d) make funds available for education services on all levels and e) has the obligation to improve the capacities of the teachers.</p> <p>Article 7 1. Every indigenous Papuan citizen, both male and female has the right to receive education services. 2. Every indigenous Papuan citizen aged 7 to 18 years old is obliged to follow primary education.</p> <p>Art. 9 Every indigenous Papuan living in isolated, remote and neglected regions has the right to receive education with special services.</p> <p>Article 14 Every student has the right to receive education free of costs from the Government, The local government in specific those who come from economically weak families who are not able to pay for the expenses.</p> <p>Art. 29 Teaching materials follow the national curriculum and are adjusted to the local circumstances (geographical language, social) in Papua.</p> <p>Art. 37 The local language may be used as language of instruction in certain levels of primary education, based on instruction by Bupati/Walikota .</p> <p>Article 45 Funds for education expenses come from: at least 30% of the funds received in the framework of the special autonomy, being equivalent of 2% of the maximum of the national allocated funds (DAU). at least 30% of the shared revenues of natural resources from oil; at least 30% of the shared revenues of natural gas</p> <p>Article 46 Funds mentioned above are meant for public education Funds mentioned above are not meant for training/education of the government staff in departments.</p>
2.	<p>Peraturan Gubernur 5 , 2009</p> <p>Article 2 No school fees will be applicable to: All students enrolled in basic education; All indigenous Papua students from poor families enrolled in basic education. Expenses for education for students in remote areas will receive every start of the school year, note books, stationary and uniforms.</p>

Annex 8. Table of responsibilities at different levels (PP No. 38/2007)

Subdivision by policies

GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1a. Establishment of national education policy.	1a. Establishment of operational policies on education in the provincial level in adherence to national policies.	1a. Establishment of operational policies on education in the district level in adherence to national and provincial policies.
1b. Coordination and synchronization of operational policies and educational programmes across the province.	1b. Coordination and synchronization of operational policies and educational programmes across the districts.	1b. —
1c. Strategic planning of national education.	1c. Strategic planning of early childhood education, primary education, secondary education, and non-formal education in adherence to strategic planning of national education.	1c. Operational planning of early childhood education, primary education, secondary education and non-formal education in adherence to strategic planning of provincial and national education.
2a. Development and establishment of national standards for education (content, processes, competence of graduates, staff, facilities and infrastructure, management, financing, and educational assessment).	2.a. —	2.a. —
2b. Dissemination of national standards for education and the implementation in higher education.	2b. Dissemination and implementation of national standards for education in the provincial level.	2b. Dissemination and implementation of national standards for education in the district level.
3.a. Establishment of guidelines toward management and implementation of early childhood education, primary education, secondary education, higher education, and non-formal education.	3.a. Coordination on management and implementation of education, staff development programs, and provision of facilities in support of education implementation across districts directed towards primary and secondary education levels.	3.a. Management and implementation of early childhood education, primary education, secondary education, and non-formal education..
4. Establishment of policy on international standard educational units and potentiality-based educational units.	4. —	4. —
5.a. Institution establishment licensing and revocation for higher education institution.	5.a. —	5.a. Institution establishment licensing and revocation of primary education unit, secondary education unit, and non-formal education organization/unit.
5b. Institution establishment licensing and revocation of the education unit and/or international studies programmes.	5b. —	5b. —
5c. Organization and/or management of the education unit and/or international studies programmes.	5c. Organization and/or management of the education unit and/or international studies programmes at primary and secondary education levels.	5c. Organization and/or management international standard primary education unit.
5d. —	5d. —	5d. Institution establishment licensing and revocation of primary education and secondary education units based on local potentiality.

5e. —	5e. —	5e. Organization and/or management of potentiality-based education on primary and secondary education units.
6. Management and/or organization of higher education activities.	6. Provision of resources toward implementation of higher education.	6. Provision of resources toward implementation of higher education.
7. Observation and evaluation of international standard education units.	7. Observation and evaluation of international standard education units.	7. Observation and evaluation of international standard primary education units.
8. Organization of Indonesian schools in foreign countries.	8. —	8. —
9. Establishment licensing, revocation of organization, and development of foreign education unit in Indonesia.	9. —	9. —
10.a. Development of education management information system nationwide	10.a. —	10. a. —
10b. Data renewal in information system management of national education at national level.	10b. Data renewal in information system management of national education at provincial level.	10b. Data renewal in information system management of national education at district level.

Subdivision by finance

GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1.a. Establishment of funding guidelines for early childhood education, primary education, secondary education, higher education, and non-formal education.	1.a. —	1.a. —
1b. Provision of financial assistance for exertion of higher education in accordance with prescribed authority.	1b. Provision of financial assistance for exertion of international standard education in accordance with prescribed authority.	1b. Provision of financial assistance for exertion of early childhood education, primary education, secondary education, and non-formal education in accordance with prescribed authority.
1c. Finance provision for quality control on education unit in accordance to prescribed authority.	1c. Finance provision for quality control on education unit in accordance with prescribed authority.	1c. Finance provision for quality control on education unit in accordance with prescribed authority

Subdivision by curriculum

GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1.a. Establishment of basic framework and structure of curriculum for early childhood education, primary education, and secondary education.	1.a. Coordination and supervision of curriculum implementation on education unit at secondary level.	1.a. Coordination and supervision of curriculum implementation on education unit at primary level.
b. Dissemination of basic framework and structure of curriculum for early childhood education, primary education, and secondary education.	b. Dissemination of basic framework and structure of curriculum for early childhood education, primary education, and secondary education.	b. Dissemination of basic framework and structure of curriculum for early childhood education, primary education, and secondary education..
c. Establishment of content standards and competency standards of primary and secondary education, and dissemination of the standards.	c. Dissemination and implementation of content standards and competency standards of secondary education.	c. Dissemination and implementation of content standards and competency standards of primary education.
2.a. Development of unit-level curriculum model for early childhood education, primary education, secondary education, and non-formal education	2.a. —	2.a. —
b. Dissemination and facilitation of curriculum implementation at unit level.	b. Dissemination and facilitation of curriculum implementation at unit level for secondary education.	b. Dissemination and facilitation of curriculum implementation at unit level for early childhood and primary education.
3. Supervision of curriculum implementation at unit level for early childhood education, primary education, and secondary education.	3. Supervision of curriculum implementation at unit level for secondary education.	3. Supervision of curriculum implementation at unit level for primary education.

Subdivision by facilities and infrastructure

GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1.a. Monitoring and evaluation on the implementation and fulfilment of facilities and infrastructure based on national standard.	1.a. Monitoring and evaluation on the implementation and fulfilment of facilities and infrastructure based on national standard in secondary education unit.	1.a. Monitoring and evaluation on the implementation and fulfilment of facilities and infrastructure based on national standards in early childhood, primary, secondary, and non-formal education units.
b. Supervision on the efficiency of assisted educational facilities and infrastructure.	b. Supervision on the efficiency of assisted educational facilities and infrastructure.	b. Supervision on the efficiency of assisted educational facilities and infrastructure.
2.a. Standard establishment and textbook validation.	2.a. —	2.a. —
b. —	b. Monitoring on textbook use for secondary education.	b. Monitoring on textbook use for early childhood education, primary education, secondary education, and non-formal education.

Subdivision by educators and educational staff

GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1.a. Needs assessment and appointment of educators and staff in national level.	1.a. Needs assessment of educators and educational staff for purpose of international standard education in adherence to prescribed authority.	1.a. Needs assessment of educators and educational staff for purpose of early childhood education, primary education, secondary education, and non-formal education in adherence to prescribed authority.
b. —	b. Appointment and placement of educators and educational staff as civil servants in international standard education unit.	b. Appointment and placement of educators and educational staff as civil servants in early childhood, primary, secondary, and non-formal education units in adherence to prescribed authority.
2. Transfer of educators and educational staff as civil servants within provincial territory.	2. Transfer of educators and educational staff as civil servants across districts.	2. Transfer of educators and educational staff as civil servants within district territory.
3. Welfare improvement, appreciation, and protection for educators and educational staff.	3. Welfare improvement, appreciation, and protection for educators and educational staff in international standard education units.	3. Welfare improvement, appreciation, and protection for educators and educational staff in early childhood, primary, secondary, and non-formal education units.
4.a. Needs assessment, appointment and placement of educators and educational staff in each organizational units within departments responsible in the field of education.	4.a. Training and development of educators and educational staff in international standard education units.	4.a. Training and development of educators and educational staff in early childhood, primary, secondary, and non-formal education units.
b. Termination of employment for educators and educational staff as civil servant due to violation of regulations.	b. Termination of employment for educators and educational staff as civil servants in international standard education units due to reasons other than violation of regulation.	b. Termination of employment for educators and educational staff as civil servants in early childhood, primary, secondary, and non-formal education units due to reasons other than violation of regulation.
5. —	5. Allocation of potential educators and educational staff in the regional area.	5. —
6. Certification of educators.	6. —	6. —

Subdivision by quality control

	GOVERNMENT	PROVINCIAL GOVERNMENT	DISTRICT GOVERNMENT
1.1. Assessment of learning outcome	1.1.a Establishment of guidelines, assessment material, assessment instrument, and examination criteria in the national level.	1.1.a. —	1.1.a. —
	1.1.b. Implementation of national examination for primary education, secondary education, and non-formal education.	1.1.b. Assistance in implementation of national examination for primary education, secondary education, and non-formal education.	1.1.b. Assistance in implementation of national examination for primary education, secondary education, and non-formal education.
	1.1.c. Coordination, facilitation, monitoring, and evaluation on the implementation of national examination.	1.1.c. Coordination, facilitation, monitoring and evaluation on the implementation of examination in the provincial level.	1.1.c. Coordination, facilitation, monitoring, and evaluation on the implementation of examination in the district level.
	1.1.d. Provision of blank certificates and/or national examination certificate.	1.1.d. —	1.1.d. —
	1.1.e. Provision of financial support to implement national examination.	1.1.e. Provision of financial support to implement examination in the provincial level.	1.1.e. Provision of financial support to implement examination in the district level.
1.2 Evaluation	1.2.a. Establishment of evaluation guidelines toward management, units, domain, levels, and category of education.	1.2.a. —	1.2.a. —
	1.2.b. Implementation of national evaluation toward management, unit, domain, levels, and category of education.	1.2.b. Implementation of evaluation toward management, unit, domain, levels, and category of early childhood, primary, secondary, and non-formal education on provincial scale.	1.2.b. Implementation of evaluation toward management, unit, domain, levels, and category of early childhood, primary, secondary, and non-formal education on district scale.
	1.2.c. Establishment of evaluation instrument to assess accomplishment of national standard in education.	1.2.c. —	1.2.c. —
	1.2.d. Implementation of evaluation to assess accomplishment of national standard in education.	1.2.d. Implementation of evaluation to assess accomplishment of national standard in early childhood, primary, secondary, and non-formal education on provincial scale.	1.2.d. Implementation of evaluation to assess accomplishment of national standard in early childhood, primary, secondary, and non-formal education on district scale.
1.3. Accreditation	1.3.a. Establishment of accreditation guidelines for formal and non-formal education domains.	1.3.a. —	1.3.a. —
	1.3.b. Implementation of accreditation procedures on formal and non-formal education domains.	1.3.b. Government assistance in implementation of accreditation procedures on primary and secondary education.	1.3.b. Government assistance in implementation of accreditation procedures on non-formal education.

1.4. Quality Control	1.4.a. Establishment of guidelines to warrant the quality of education unit.	1.4.a. —	1.4.a. —
	1.4.b. Supervision and facilitation for education unit in quality assessment procedures to fulfil national education standards.	1.4.b. —	1.4.b. Supervision and facilitation for early childhood, primary, secondary, and non-formal education units in quality assurance procedures to fulfil national education standards.
	1.4.c. Supervision and facilitation for international standard education unit to warrant the quality of education according to international standards.	1.4.c. Supervision and facilitation for international standard education unit to warrant the quality of education according to international standards.	1.4.c. Supervision and facilitation for international standard education unit to warrant the quality of education according to international standards.
	1.4.d. —	1.4.d. —	1.4.d. Supervision and facilitation for potentiality-based education unit to warrant educational quality.
	1.4.e. Evaluation on the implementation and the impact of quality assessment in education unit on national scale.	1.4.e. Evaluation on the implementation and the impact of quality assessment in education units on provincial scale.	1.4.e. Evaluation on the implementation and the impact of quality assessment in education units on district scale.

Annex 9. Tables and figures on resource envelope

Figure 17. National education expenditures (central, province, district) 2005-2009

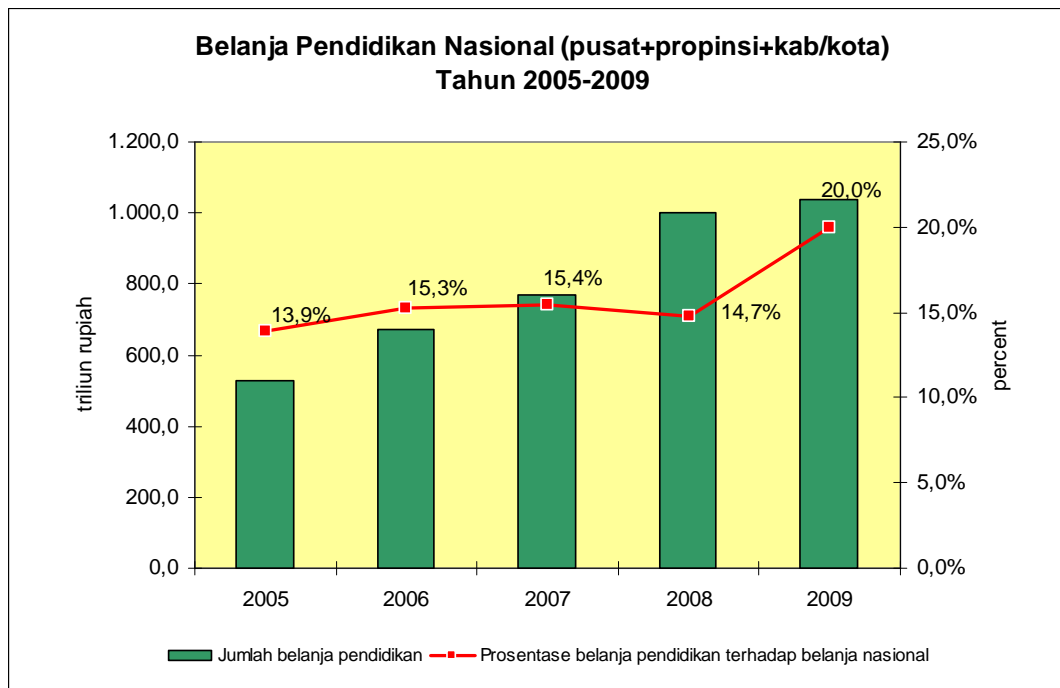
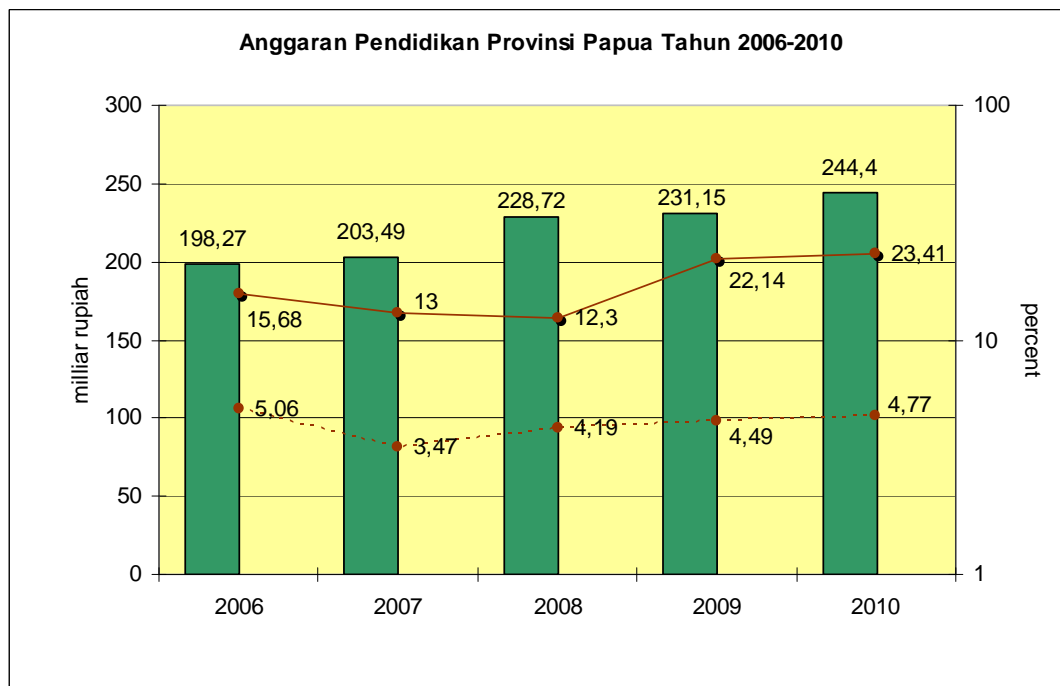


Figure 18. Budget estimation for education in Papua



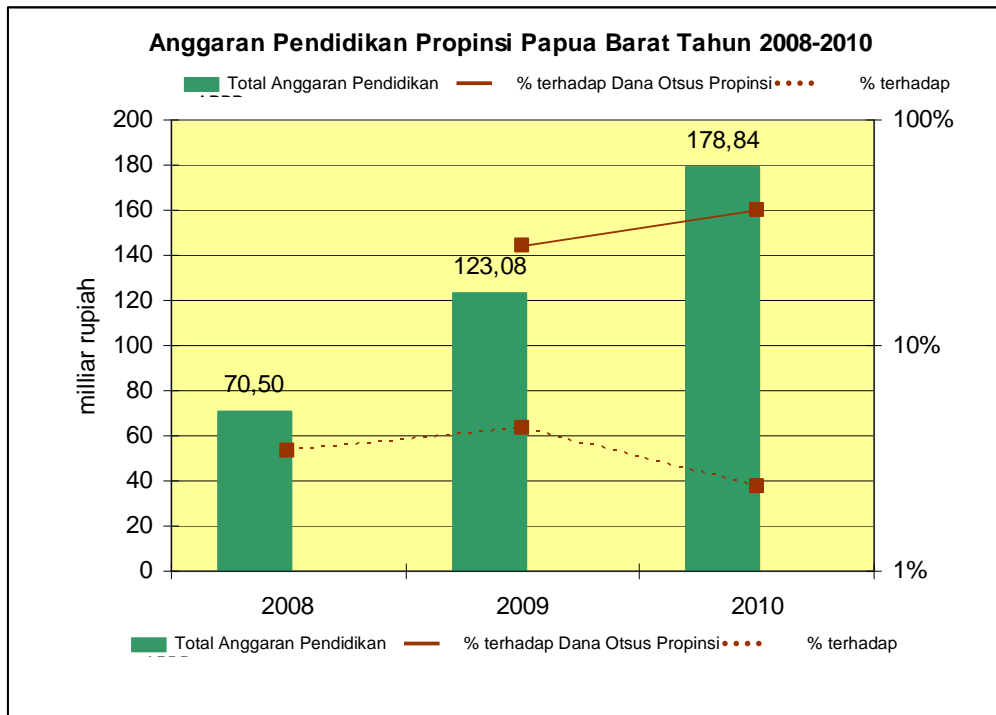


Figure 19. Overview anggaran programme pendidikan Propinsi Papua (miliar rupiah)

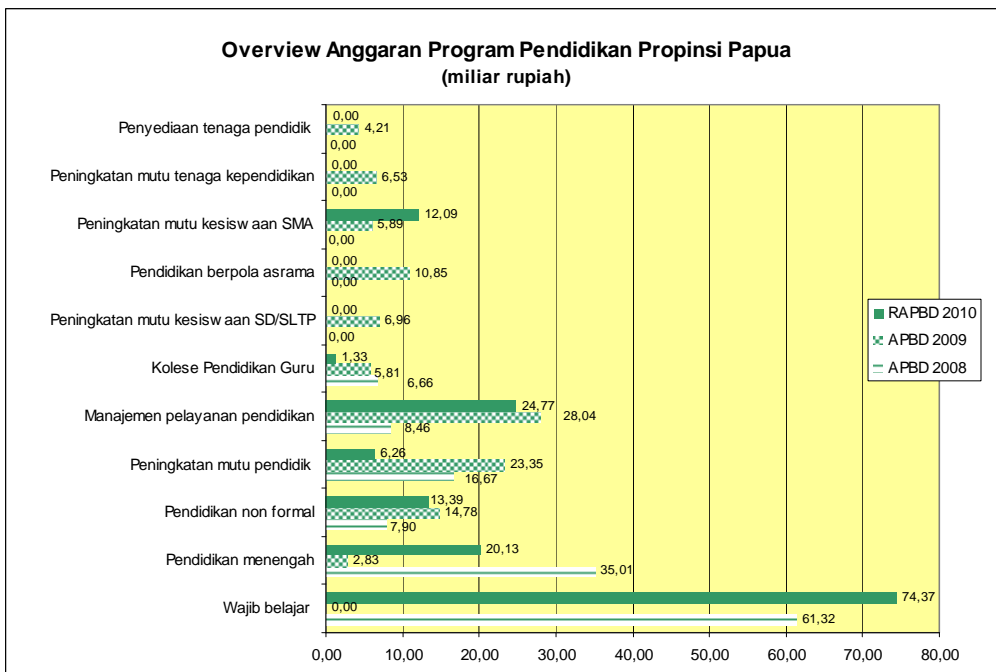


Figure 20. Overview budget allocation education in Papua Barat province 2008-2010

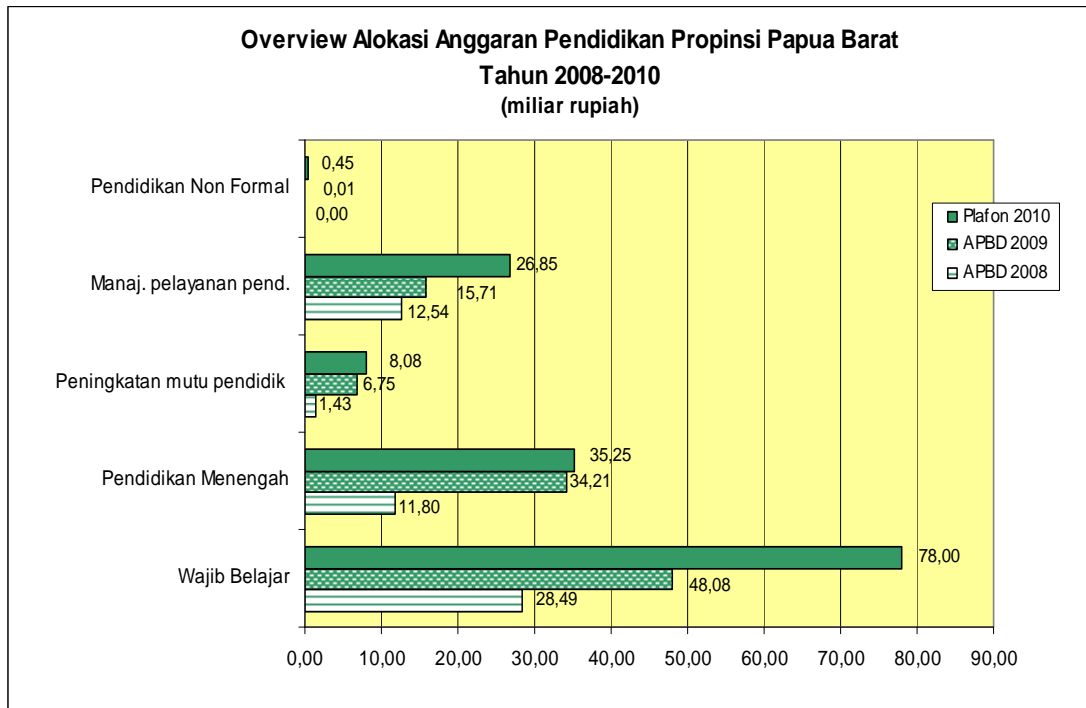


Table I. Education Budget Allocation at the Dinas Pendidikan, Pemuda dan Olah Raga Provinsi Papua, Period 2008-2010 (juta rupiah)

No	Jenis Program	Alokasi Anggaran		
		APBD 2008	APBD 2009	RAPBD 2010
1	Programme pelayanan administrasi perkantoran	3,649.56	2,677.34	3,615.23
2	Programme peningkatan sarana dan prasarana aparatur	6,084.02	761.50	2,122.65
3	Programme peningkatan disiplin aparatur	450.00	250.00	292.20
4	Programme peningkatan kapasitas sumber daya aparatur	240.62	130.00	452.20
5	Programme pendidikan anak usia dini	6,640.65	927.15	1,424.29
6	Programme wajib belajar pendidikan dasar 9 tahun	61,321.27	0.00	74,366.09
7	Programme pendidikan menengah	35,011.93	2,830.01	20,129.93
8	Programme pendidikan non formal	7,897.38	14,780.07	13,388.34
9	Programme peningkatan mutu pendidik dan tenaga kependidikan	16,665.17	23,345.88	6,262.74
10	Programme pengembangan budaya baca dan pembinaan perpustakaan	209.55	206.69	424.06
11	Programme manajemen pelayanan pendidikan	8,462.75	28,044.08	24,768.16
12	Programme peningkatan SDM perguruan tinggi	43,934.14	49,277.52	22,214.19
13	Programme pengkajian perguruan tinggi	5,094.65	4,324.00	3,200.00
14	Programme KPG Khas Papua	6,656.47	5,806.23	1,330.00
15	Programme peningkatan mutu kesiswaan pendidikan dasar	0.00	6,963.50	0.00
16	Programme penyelenggaraan dan perluasan pendidikan berpola asrama	0.00	10,853.10	0.00
17	Programme peningkatan mutu kesiswaan pendidikan menengah	0.00	5,889.80	12,088.17
18	Programme pengembangan sekolah bertaraf nasional dan internasional (SBN dan SBI)	0.00	15,415.91	16,071.50
19	Programme peningkatan mutu tenaga kependidikan	0.00	6,526.20	0.00
20	Programme penyediaan tenaga pendidik dan kependidikan	0.00	4,205.00	0.00
21	Programme peningkatan peran serta kepemudaan	0.00	2,571.50	1,911.65
22	Programme peningkatan upaya penumbuhan kewirausahaan dan kecakapan hidup pemuda	0.00	200.00	270.00
23	Programme pendidikan dan pemasyarakatan olah raga	0.00	4,507.92	4,714.91
24	Programme peningkatan sarana dan prasarana olah raga	0.00	2,919.52	5,632.78
Jumlah		185,835.89	193,412.91	202,145.54

Sumber: APBD Papua 2008-2009 dan RAPBD Papua 2010

Table II. Estimation of budget for the nine years compulsory education programme at Dinas Pendidikan, Pemuda dan Olah Raga Provinsi Papua (juta rupiah)

No	Kegiatan	APBD 2007	APBD 2008	RAPBD 2010
1	Pembangunan gedung sekolah	1,350.00	0.00	0.00
2	Pengadaan buku-buku dan alat-alat tulis siswa	865.00	1,087.50	0.00
3	Pelatihan kompetensi tenaga pendidik	361.50	2,156.46	0.00
4	Pelatihan penyusunan kurikulum	459.68	870.97	0.00
5	Pembinaan forum masyarakat peduli pendidikan	594.80	2,167.40	0.00
6	Penyediaan Bantuan Operasional Sekolah (BOS) SD dan SMP	460.00	0.00	0.00
7	Penyelenggaraan Paket B setara SMP	511.90	2,981.02	0.00
8	Pembinaan kelembagaan dan manajemen sekolah dengan penerapan MBS	568.00	1,687.65	0.00
9	Penyebarluasan dan sosialisasi informasi pendidikan dasar	50.00	0.00	0.00
10	Pengembangan multi-grade-teaching di daerah terpencil	3,000.00	2,947.46	0.00
11	Pelaksanaan ujian nasional SD, SMP/MTs, SMA/MA dan SMK	3,060.00	4,549.07	0.00

12	Manajemen Berbasis Sekolah (MBS)	2,009.00	3,347.06	3,608.61
13	Rapat koordinasi dan sosialisasi penanggulangan HIV/AIDS	418.99	404.09	0.00
14	Peningkatan mutu tenaga kependidikan	9,086.28	13,615.67	0.00
15	Peningkatan sarana pendidikan	33,651.12	23,213.63	0.00
15	Peningkatan mutu kesiswaan	2,318.24	2,293.29	7,097.00
16	Pengadaan dan pendistribusian blanko ijazah SD	897.20	0.00	0.00
17	Penyediaan tenaga SD, SMP, dan SMA (guru kontrak)	0.00	0.00	3,509.00
18	Pembebasan biaya pendidikan	0.00	0.00	60,151.48
	Jumlah	59,662.58	61,321.27	74,366.09

Table III. Education Budget Allocation at Dinas Pendidikan, Pemuda dan olah Raga Provinsi Papua Barat, Tahun 2008-2010 (rupiah)

No	Program	Alokasi Anggaran		
		2008	2009	2010
1	Programme Pelayanan Administrasi Perkantoran	1,402,810,000	1,931,090,000	1,413,110,000
2	Programme Peningkatan Sarana dan Prasarana Aparatur	302,500,000	700,000,000	615,400,000
3	Programme peningkatan disiplin aparatur	20,300,000	24,300,000	24,300,000
4	Programme Peningkatan Kapasitas Sumber Daya Aparatur	213,000,000	288,000,000	260,000,000
5	Programme peningkatan pengembangan sistem pelaporan capaian kinerja & keuangan	50,000,000	50,000,000	50,000,000
6	Programme Pengelolaan Kekayaan Budaya	569,785,000	0	0
7	Programme pengembangan destinasi pariwisata	1,410,000,000	0	0
8	Programme peningkatan peran serta kepemudaan	5,512,819,500	740,950,000	0
9	Programme Pendidikan Anak Usia Dini	0	0	2,000,000,000
10	Programme Wajib Belajar Pendidikan Dasar Sembilan tahun	0	45,238,055,000	78,000,000,000
11	Programme Pendidikan Menengah	10,948,500,000	34,212,550,000	35,250,000,000
12	Programme Pengelolaan Keragaman Budaya	331,270,000	0	0
13	Programme Pembinaan dan Pengembangan Pariwisata	456,395,000	0	0
14	Programme Pembinaan dan Pemasyarakatan Olah Raga	980,632,500	0	0
15	Programme Peningkatan Mutu Pendidik dan Tenaga Kependidikan	1,426,485,000	6,745,620,000	8,080,000,000
16	Programme Pengembangan Budaya Baca dan Pembinaan Perpustakaan	186,055,000	0	
17	Programme Manajemen Pelayanan Pendidikan	12,541,311,500	15,705,595,000	26,850,000,000
18	Programme Pengembangan Perguruan Tinggi	1,435,814,500	0	22,000,000,000
19	Programme Percepatan Penuntasan Wajib Belajar 9 Tahun	28,492,400,000	2,843,180,000	0
20	Programme Pembinaan Pendidikan Sekolah Menengah	850,000,000	0	0
21	Programme Pendidikan Luar Sekolah	0	10,759,070,000	450,000,000
	JUMLAH	67,130,078,000	119,238,410,000	174,992,810,000

Sumber: RKAP SKPD 2008, 2009 dan Plafon Anggaran Belanja Langsung, Dinas Pendidikan Propinsi Papua Barat 2010

Table IV. Estimation of budget for nine years compulsory education programme at Dinas Pendidikan, Pemuda dan Olah Raga Provinsi Papua Barat (rupiah)

No	Kegiatan	Alokasi Anggaran		
		2008	2009	2010
1	Pengadaan pakaian seragam sekolah SD	500,000,000	2,838,600,000	2,000,000,000
2	Penyediaan buku pelajaran untuk tingkat SD	0	2,067,880,000	5,000,000,000
3	Pengadaan Buku Pelajaran Tingkat SMP	4,000,000,000	4,860,150,000	0
4	Pembangunan gedung sekolah SD	5,600,000,000	7,288,075,000	18,000,000,000
5	Pembangunan gedung sekolah SMP	1,500,000,000	7,342,550,000	19,000,000,000
6	Pembangunan gedung laboratorium SMP	3,000,000,000	2,006,100,000	6,000,000,000
7	Pembangunan gedung Perpustakaan SD	0	0	6,000,000,000
8	Pembangunan gedung Perpustakaan SMP	4,000,000,000	2,292,400,000	6,000,000,000
9	Pembangunan Gedung SMP Unggulan	3,000,000,000	5,267,300,000	0
10	Pembangunan Pagar SD	0	660,000,000	0
11	Rehabilitasi Gedung Sekolah SD	1,000,000,000	0	0
12	Rehabilitasi Gedung sekolah SMP	1,000,000,000	4,837,300,000	0
13	Rehabilitasi Gedung Perpustakaan SMP	0	260,000,000	0
14	Rehabilitasi Gedung Laboratorium SMP	0	1,719,300,000	0
15	Rehabilitasi sedang/berat rumah dinas kepala sekolah, guru, penjaga sekolah	2,575,000,000	0	3,000,000,000
16	Pengadaan Sarana dan Prasarana Laboratorium SMP	0	3,792,200,000	0
17	Penyediaan dana pengembangan sekolah untuk tingkat SMP	0	0	5,000,000,000
18	Penyelenggaraan paket A setara SD	0	0	4,500,000,000
19	Penyelenggaraan paket B setara SMP	0	0	3,500,000,000
20	Pengadaan perlengkapan sekolah TK	417,400,000	0	0
21	Penghargaan kepada SD berprestasi	400,000,000	0	0
22	Pengadaan Peralatan MIPA dan Bahasa SMP	1,500,000,000	0	0
		28,492,400,000	45,231,855,000	78,000,000,000

Annex 10. List of participants de-briefing Papua province

NO	SUMBER-SUMBER, NARASUMBER DAN ORGANISASI	RESOURCE PERSON
1	Kepala Dinas Pendidikan, Pemuda, dan Olah Raga Propinsi Papua	Bp. James Modouw
2	Head of planning, Dinas Dikpora Prov. Papua	Bp. Loby
3	Dinas Pendidikan, Pemuda, dan Olah Raga Propinsi Papua	Ibu Irwanti Sareno
4	Papua Education Coordinator, World Bank Project	Bp. Muhammad Yusuf
5	Lembaga Penjamin Mutu Pendidikan (LPMP)	Maria Sumartini
6	Lembaga Penjamin Mutu Pendidikan (LPMP)	Epi Ganapi
7	Lembaga Penjamin Mutu Pendidikan (LPMP)	Marthinus WL
8	UNDP Papua	Samuel Poli
9	KPAD-Komisi penanggulangan HIV/AIDS Daerah Papua	Kun Sumarni
10	KPAD-Komisi penanggulangan HIV/AIDS Daerah Papua	Fitri Irianingsih
11	UNCEN, FKIP	Bp. Frans Rumbrawer
12	UNCEN, FKIP	Dharmojo
13	Perkumpulan Pendidikan Advent Papua	Hein Karubaba
14	Papua Knowledge Center	Marcellus Rantetana
15	ICS Papua	Budi Setyanto
16	World Vision Indonesia (WVI Papua)	Roriwo Karetji
17	Dinas Dikpora Prov. Papua	Leonard Benaino
18	Dinas Dikpora Prov. Papua	Maks Karu
19	Dinas Dikpora Prov. Papua	S.P. Rumborayas
20	Dinas Dikpora Prov. Papua	Bambang Suhartawan
21	Dinas Dikpora Prov. Papua	Yudi
22	Coretime	Masdjoedi
23	YPPK Papua	Vincent Ohoitmur
24	Yapis Papua	Pandji Suryawan
25	Konsultan Pemberdayaan Respek	Dewi
26	YPPGI (Ketua)	Yan Tebay
27		Max

Annex 11. List of participants de-briefing Papua Barat province

NO	SUMBER-SUMBER, NARASUMBER DAN ORGANISASI	RESOURCE PERSON
1	Kepala Dinas Pendidikan, Pemuda, dan Olah Raga Propinsi Papua Barat	Bp. Bernarda B. M. Henan
2	Kepala Bidang Pendidikan Dasar dan Menengah Propinsi Papua Barat	Bp. Agustinus Sroyer
3	Bappeda Propinsi Papua Barat	F. Taribaba
4	Kepala Seksi Pendidikan Menengah, Dinas Pendidikan, Pemuda, dan Olah Raga Propinsi Papua Barat	Bp. Edison Ompe
5	Sekretaris Dinas Pendidikan, Pemuda dan Olah Raga, Kabupaten Manokwari	Bp. Aronggear
6	Sekretaris PGRI Propinsi Papua Barat	Bp. Ferdinand Simatauw
7	Ketua YPPK Wilayah Manokwari Sorong	Bp. Antonius Malier
8	Dinas Pendidikan Prop. Papua Barat	Drs. B. A. Imburi, M.Si
9	KPG Sorong	Parlindungan Sitompul
10	Dewan Pendidikan Kab. Manokwari	M. Mayor
11	Kepala SMAN 1 Manokwari	Drs. Lucas Wenno
12	KAMUKI	Sena Aji
13	ILO Papua Barat	Chairul Anam
14	Dinas Pendidikan Prop. Papua Barat	A. Anofa
15	Dinas Pendidikan Prop. Papua Barat	M. Mambaku
16	Dinas Pendidikan Prop. Papua Barat	Z. Z. Numberi
17	PERDU	Risdianto
18	LSM Sekoci Indoratu	Ricka Wadir
19	LSM Sekoci Indoratu	Agustinus Rumere
20	LSM Papua Sejahtera	Yan Bonggoibo
21	PSW Advent	Indra W.
22	LMA Tambraw	Agus Nauw
23	PSW/ YPK	Louis Karubaba
24	UNICEF	Yance Tamaela
25	Dinas Pendidikan Prop. Papua Barat	Y. Wihiawari
26	Dinas Pendidikan Prop. Papua Barat	Imanuel Nopo
27	Dinas Pendidikan Prop. Papua Barat	Salo Kambu
28	Dinas Pendidikan Prop. Papua Barat	Golda Rumbewas
29	YALHMO Papua	Jason Mansawan
30	UNIPA	Marlyn N. Lekitoo
31	UNIPA	Alfons Arasai
32	SASTRA UNIPA	Andreas Deda
33	UNDP	Nanang
34	UNDP	Henny Widayanti
35	Yayasan Pusaka Bangsa	
36	YPK	

Annex 12. Donor Matrix

Donor Support in the education sector in Papua Province and Papua Barat						
1. Creating Learning Communities for Children (CLCC)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	Local			
Raising quality of primary education by assisting schools and communities to take more responsibility for managing their own resources & managing these resources more effectively.	Jayapura, Biak Numfor, Jayawijaya (Papua), and Sorong and Manokwari (Papua Barat)	UNICEF UNESCO NZAID		2002 – 2009		Approx. AUS\$ 365,380 for Papua prov. and Papua Barat.
2. Australia – UNICEF Education Assistance Programme for Papua province and Papua Barat						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
(i) strengthening education sector strategic planning, budgeting, and monitoring and evaluation (ii) assisting the improvement of teaching practices in targeted schools in 6 districts and identify replicable models for primary education access and quality improvement in Papua & Papua Barat.	2 provincial education offices, 4 districts in Papua, 2 districts in Papua Barat	AUSAID, UNICEF	Provincial, district govts	2010-2012	AUSAID, UNICEF	up to AUS\$ 7m
3. Australia Indonesia Partnership in Decentralisation						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Strengthening the capacity of provincial and district governments in planning, budgeting, and delivering public services, including education.	Still in the design stage, aim to cover 4 province (NTB, NTT Papua Papua Barat)	AUSAID	MOHA, Provincial Govt	2010-2015	AUSAID	up to A\$12 m for Papua and West Papua

4. Education Sector Support Programme (ESSP)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
(i) increasing equitable access to basic education services with a focus on expansion of junior secondary school provision (ii) improving quality and governance through nationwide capacity development for school principals, supervisors and district education officials (iii) strengthening GoI analytical assessment and capacity development systems, including for education. In addition, AusAID support will be allocated for independent ESSP performance oversight/audit covering components 1 and 2.	Still in the design stage, aim to be nation-wide programme, covering all districts throughout Indonesia, including districts in Papua and Papua Barat	AUSAID with EC	MONE. MORA	2010-2015	AUSAID	A\$500 m (AusAID) and 200m Euro (EC)
5. Papua Development Programme (PDP)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Capacity development and financial support to CSO in basic education service delivery and pendampingan.	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	UNDP		2006 – 2011	NL Embassy and NZAID	US\$ 24m (incl. US\$ 8m HMA and US\$ 2.05m NZAID)
6. Life Skills Education (LSE) to prevent AIDS						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
1) Adolescents in and out of school receive information and training to prevent HIV infection; 2) Adolescents encouraged to practice safe behaviour and receive access to health services for sexually transmitted infections and voluntary counselling and testing for HIV; 3) Schools (SMPs) supported to provide regular HIV and AIDS	Papua Province (Kab. Biak Numfor, Jayapura, Jayawijaya, Mimika, Merauke, Supiori, Keerom & Kota Jayapura), Papua Barat province (Kab. Manokwari, Sorong and Kota Sorong)	UNICEF (Dutch and Ausnatcom)	provincial and district education offices	2004 – 2009		US\$ 5,218,000

7. Improving the Quality of Decentralized Basic Education (DBE)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Strengthening local government capacity to effectively manage basic education and improve the quality of teaching and learning in primary and junior secondary schools through capacity building. DBE-1: developing local govt. capacity to prepare and implement education development plans at district level, financial management, asset and personnel management, and school supervision. DBE-2: increasing quality of teaching and learning with focus on enhancing and building capacity at FKIP Uncen and Birds Head region (Bintuni) .	Kota Jayapura, Manokwari, Sorong Selatan	USAID/BP	District level Education Offices, MoNE, MORA	Aug 2006 - Apr 2010	MONE, MORA, district level education offices	US\$ 2 M (BP, DBE 1 and 2)
8. Literacy Programme						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
(i) Training in educational baseline study, literacy assessment, and learner evaluation techniques for Papuan Governmental and NGO. (ii) Developing culturally appropriate graded literacy materials to integrate learners from non formal education programmes to formal schooling opportunities.	Jayapura -- Sentani, Boven Digul -- Kouh, Waropko and Mandobo, Mappi -- Obaa, Nabire -- Siriwo, Pegunungan Bintang -- Langda Bomela, Sarmi -- Mamberamo Tengah, Yahukimo -- Sumtamon, Yapen Waropen -- Yapen Timur & Angkaisera	Summer Institute of Linguistics (SIL)	District level Education Offices, BPMD, Yayasan Edopi	Ongoing	Otsus, CIDA, UNDP, Yayasan Oikonomos	US\$ 325,000.
9. Programme for Institutional Cooperation in Higher Education (NPT)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
(i) Strengthening the Faculty of Agriculture of UNIPA, Manokwari (ii) Strengthening the Faculty of Engineering of UNCEN, Jayapura	Manokwari, Jayapura	Netherlands Embassy	UNIPA, UNCEN, (MoNE-DGHE)	Mid 2008 - Mid 2012	NL Govt.	US\$ 5,000,000.

10. Education and Skill Training for Youth Employment (EAST)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Improving employability and capacity for entrepreneurship among young women and men through improved access to educational and training opportunities and elimination of child labour	6 province in Indonesia incl. Papua and Papua Barat: Boven Digoel, Merauke, Biak Numfor, Jayapura, Sorong	ILO and Netherlands Embassy	MoNE, Min. of Manpower and Transmigration, provincial district Govt	Jun 2006 - Dec 2010	NL Embassy	US\$ 22,675,772 (US\$ 7,4m for Papua and West Papua)
11. Early Childhood Education Development (ECED)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Improving poor children's overall development and readiness for further education. The project will: (i) increase the capacity of poor communities to engage in participatory planning that will result in new or improved ECED services for their children and families; (ii) prepare the foundation for a sustainable ECED system through budgetary commitments from participating districts, establishment of a national quality assurance and professional development system, and district capacity building; (iii) ensure continuous improvement of service delivery and system building through establishing effective project management, and monitoring and evaluation.	50 districts in Indonesia, including Kab. Jayapura and Kab. Merauke	World Bank/ Netherlands Embassy	BPMD and provincial education office / MoNE, district govt.	Aug 2006 – Dec 2010	NL Embassy / World Bank / Gol	US\$ 130,549, (Dutch contribution US\$ 25,300,000).
12. Better Education through Reformed Management and Universal Teacher Upgrading (BERMUTU)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Improving overall quality and performance of teachers in Indonesia through enhancing teachers' knowledge and subject matter and pedagogical skills in the classroom	75 districts of which 5 in Papua	Netherlands Embassy / World Bank	MoNE, MORA, BAPPENAS, Provincial and District Government	Oct 2007 - Dec 2013	NL Embassy	US\$ 52,000,000.

13. Dutch Basic Education Trust Fund (DBETF)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Carrying out the necessary technical analyses using global knowledge and international best practices to help Gol to reach its objectives in Renstra and to successfully implement policies under the new Teacher Law. The analytical work forms the basis for a series of possible sector-wide approach operations to be supported by all donors interested in the sector. Funding is channelled through the WB. This Trust Fund has supported analytical work on the role of ICT in education in Papua and financial management in the education sector.	Nationwide incl. some in Papua and Papua Barat	Dutch Govt./World Bank (IBRD, IDA)	MoNE, MORA, BAPPENAS, Provincial Govts.	Sept 2006 - Sept 2011	NL Embassy	US\$ 11,132,800 (overall budget) no specific geographical budget allocation
14. The Basic Education Capacity Trust Fund (BEC-TF)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Strengthening capacity at district level to conduct policy analysis, to engage in policy dialogue with stakeholders and external development partners, and exercise oversight of basic education. The focus is on improving governance and increasing transparency and accountability, especially in local governments, and on strengthening the capacity of information systems.	50 districts nationwide. In Papua and Papua Barat (Kota Jayapura, Peg. Bintang, Jayawijaya, Paniai, Nabire, Sorong Selatan, Teluk Wondana, Manokwari and Kaimana)	EC / Netherlands / World Bank	MoNE, MORA, BAPPENAS, District Governments	Jun 2006 - Dec 2012	NL Embassy / EC	The BEC-TF is EUR 39m (approx \$ 51m), of which US\$ 22m is contributed by the Netherlands and US\$ 17m from the European Commission.
15. School Based Management (SBM)						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Developing and disbursing a model which can be replicated in order to improve quality of education in schools in Indonesia, and give larger responsibility to the schools and communities to plan and manage the existing sources more effectively.	Jayapura, Jayawijaya, Biak Numfor	UNICEF / UNESCO	District level Education Offices	2007 - 2009	NZAID	US\$ 165,600 in 2007

16. Improve Education services						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Delivering better education initiative - initially focussed on technical assistance in strategic planning.	Kab. Jayapura	AUSAID, World Bank, UNICEF	Provincial and District Government	Nov 2007 - Nov 2011	AUSAID	\$AUD 8m for 4 years (AUSAID), \$AUD 500,000 for 2007/2008
17. Pendidikan Perdamaian cara Partisipatif						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
	Jayawijaya, Mimika, Wamena, Jayapura, Bolakme	Peace Brigades International PBI IP	KOMNAS HAM, Yayasan Silimo Bina Adat	2005 – 2010	Govt-Canada, Britain, NGO local	
18. Education Programme in Papua						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Improving access to and quality of education by developing contextually-appropriate education models that will produce future leaders.	Kurima, Kurulu	World Vision Germany, World Vision Austria	District level Education Offices	2008 - 2012	Germany, Austria	2009/2010: USD 178,320
Increasing participation of children in formal/informal education institution (up to 12 years education)	Keerom	World Vision Canada	Local Education offices, Yohanes Surya Institue, ILO	2008 - 2014	World Vision Canada	2009/2010: USD 86,886
Increasing children's motivation to go to school	Port Numbay		Local Education offices, Yohanes Surya Institue, ILO	2001 – 2017	World Vision Canada	2009/2010: USD 104,062

19. Advocacy for Special Autonomy Fund for the Improvement of Education Quality in Papua						
Objectives/ description	Project location	Partners		Duration	Sources	Total funding
		Govt. devt.	local			
Ensuring that the management of Special Autonomy Fund as it is regulated in Law 21 of 2001, which reaches the amount of 30% of the total fund, is allocated for education sector and directed for funding programmes that improve the education quality in Papua which is reflected in the Papua APBD.	Jayapura City, Wamena Regency, Biak Regency, Province of Papua, Indonesia	Policy makers (executive and legislative bodies) in the province and regency/city levels	Lembaga Penguatan Masyarakat Sipil Papua Perkumpulan (ICS Papua)	Jan 2009 - Jan 2011	EU	EUR 187,753

Annex 13. Number of schools managed by church-based education organisations

No	Kabupaten	YPK			YPPK			ADVENT			YPPGI		
Papua Province		SD	SMP	SMA	SD	SMP	SMA	SD	SMP	SMA	SD	SMP	SMA
1	Waropen	16						1	1				
2	Boven Digoel				35	1	1				10	1	
3	Sarmi	15	1	1				3	2				
4	Peg. Bintang				5	1					14	2	
5	Merauke	29	1	1	57	3	2	1			1	1	
6	Mimika	1			27	2	1	1	1	1	9	1	1
7	Puncak Jaya				2						2		1
8	Mappi				43	3					11	2	
9	Nabire	15	1	1	23	2	1	3	1	1		1	1
10	Keerom	2			10	1	1						
11	Asmat				18	1					13		
12	Yahukimo										10		
13	Tolikara											10	1
14	Jayapura	36	2	1				1	1	1	1	1	1
15	Paniai				39	1		1			39	3	1
16	Jayawijaya	20	1	1	22	1	1	1	1	1	10	2	1
17	Yapen Waropen	53	2						1				
18	Supiori	18	2										
19	Biak Numfor	42	4	3	3	1	1	1					
20	Jayapura (kota)	12	4	1	5	4	3	2	2				1
Subtotal		259	18	9	289	21	11	15	10	4	120	24	8
Papua Barat Province													
1	Sorong (Kota)	10	2	2	7	2	1	1	1	1			
2	Sorong	16	1		14								
3	Raja Ampat	32						1					
4	Kaimana	27			3	1	1						
5	Fakfak	14	1	1	15	1	1						
6	Teluk Bintuni	7	2	1	11	1							
7	Teluk Wondama	14	1										
8	Sorong Selatan	57	2	1									
9	Manokwari	18	3	2	4	1		1	1	1	21	2	1
Subtotal		195	12	7	54	6	3	3	2	2	21	2	1
TOTAL													
		454	30	16	343	27	14	18	12	6	141	26	9
		500			384			36			176		