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Alternatives of Genuine Basic Education Program in Papua Provinces, Indonesia

ABSTRACT: This paper examines alternatives to accelerate genuine education in Papua Provinces (Papua Province and West Papua Province), Indonesia. It is two strategic Provinces as pillars of the nation in eastern Indonesia. There are several considerations behind the need for a strategy to adjust the implementation of education in Papua. Especially basic education for rural and remote communities in "Tanah" (Land) of Papua. One of them is that currently the educational attainment in these two Provinces are relatively behind compared to most other Provinces in Indonesia. In general, there is still a low learning culture adopted by the people of "Tanah" Papua. This is because, among other things, some Papuans still live in a nomadic cultural pattern (hunting and gathering), which results in low school enrollment rates. This research-based paper uses literature studies, documentary studies, and limited FGDs (Focus Group Discussions) with several stakeholders. The results achieved in this study include: high percentage Senior High School dropout; obstacles for Primary School are reading and writing; while for Junior High School this concern mathematics, languages, and science. The majority of the children do not continue to Secondary school after Primary school. Public and Private schools management system for the interior, coastal, remote, and isolated areas receive very little support for teaching staff, equipment, media materials, school text books, and school administration. Lastly, the majority of isolated areas or marginal communities in Papua cannot read and write.

KEY WORDS: Basic Education; Marginal Communities; Learning Culture in Rural Areas.

INTRODUCTION

The Land of Papua (*Tanah Papua*), in this paper, is more of a geographical area that includes Papua and West Papua Provinces of Indonesia Republic.

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Suggested Citation: Wahyudin, Dinn, Agus Sumule & Andi Suwirta. (2021). "Alternatives of Genuine Basic Education Program in Papua Provinces, Indonesia" in *TAWARIKH: Journal of Historical Studies*, Volume 12(2), April, pp.219-240. Bandung, Indonesia: Minda Masagi Suci and ASPENSI, with ISSN 2085-0980 (print) and ISSN 2685-2284 (online).

Article Timeline: Accepted (February 9, 2021); Revised (March 2, 2021); and Published (April 30, 2021).

It is the two Eastern most Provinces of the Republic of Indonesia have a lot of wonderful lands. Two strategic Provinces as pillars of the nation in Eastern Indonesia. There are several considerations behind the need for a strategy to adjust the implementation of education in Papua. Especially, basic education for rural and remote communities in the land of Papua.

First, the level of educational attainment in these two Provinces is relatively lagging behind compared to most other Provinces in Indonesia. In 2019, the HDI (Human Development Index) for Papua reached 60.06. This figure increased by 0.97 points, or grew 1.64 percent, compared to 2017. HDI Papua changed its status from the “Low” category to the “Medium” category. Babies born in 2018 have the expectation to live up to 65.36 years, 0.22 years longer than the previous year. In 2018, children who are 7 years old have the hope of enjoying 10.83 years of education, 0.29 years longer than in 2017 (Pemprov Papua, 2018; PEMSEA, 2019; and Sofilda, 2019).

Second, historically there has been a dynamic long journey of educational development in Papua, which cannot be separated from the dynamics of local and national politics. This has impacts on the development of education for the people in the Land of Papua itself. Since 1 May 1963, the Land of Papua has become an integral part of the Unitary State of the Republic of Indonesia. The ideals mandated in the Preamble to the 1945 Constitution experience various challenges in the life of the nation and state. This leads to the possibility of the seeds of disintegration of the nation, namely the demands of a small part of the Papuan people to determine their own destiny and be separated from the Unitary State of the Republic of Indonesia. This is due to the high gaps between groups, between regions, and between regions in *Tanah Papua*. This requires special treatment and separate policies in planning and implementing education. Including the planning strategy and implementation of a diversified school curriculum model that is applied in the *Tanah Papua* region. Namely filling the 21st century education development, which is full of dynamics and the occurrence of ‘disruptive’ phenomena in various fields of life (Setneg RI, 2011; Pemprov Papua, 2018; and Sofilda, 2019).

Third, educational attainment in Papua has correlated with the socio-economic level and cultural background adopted. The CSA (Central Statistics Agency), in 2019, stated that if calculated from the percentage, Papua province was the region with the largest percentage of poverty, namely Papua at 27.43%. Followed by West Papua, where 22.66% of the population was still below the poverty line (*cf* Halim & Mononimbar, 2016; Anderson, 2019; and Sofilda, 2019).

The OECD & ADB (Organization for Economic Co-operation and

Development & Asian Development Bank)'s report, in 2016, also stated that the poverty rate in *Tanah Papua* reached 30% in 2014, which, however, deserves attention in formulating a formula for developing education based on local wisdom for the people of *Tanah Papua*. Therefore, the thing that is quite important is how to honor and make Papuans more independent through education that is characterized by local wisdom of its citizens (OECD & ADB, 2016).

Fourth, in general, the learning culture adhered to by the people of *Tanah Papua* is still generally low. This is because, among other things, some Papuans still live in a nomadic cultural pattern (hunting and gathering), which results in low school enrollment rates. In addition, the illiteracy rate in Papua Province is still high. The average number of illiterates in Papua Province reaches 28.75%. The Ministry of Education and Culture stated that the illiteracy rate in the country reached 97.93 percent, so that around 2.07 percent or 3.4 million people still do not know letters and are able to read. The number of illiterates in the country occurs at the age of 15-59 years, spread across 11 provinces. As many as 28.75 percent of people in Papua are still unable to recognize letters and read (Upton, 2009; Setneg RI, 2011; and MoEC RI, 2019).

Fifth, the land territory of Papua is the two Provinces that have special autonomy. This is in accordance with the Law of the Republic of Indonesia Number 21 of 2001 concerning Special Autonomy for Papua Province, in this context including West Papua Province. To achieve the objectives of the special autonomy mandate, this will be carried out, among other things, by developing formal and informal institutions, Provincial Regulations or PERDASI (*Peraturan Daerah Provinsi*) and Special Regional Regulations or PERDASUS (*Peraturan Daerah Khusus*) as well as government instruments needed to implement the intended statutory regulations. PERDASI and PERDASUS are strategic instruments that apply specifically to serve as guidelines in implementing development in certain regions or provinces. This is without prejudice to the regulations and laws and regulations that are applied nationally by the Government, because of their binding national standards and regulations (Setneg RI, 2001; Setjen Depdiknas, 2003; Upton, 2009; and Pemprov Papua, 2018).

Sixth, the issues of Presidential Instruction or INPRES (*Instruksi Presiden*) Number 9 of 2017 concerning the Acceleration of Welfare Development in Papua and West Papua Provinces, which mandates the need to accelerate welfare development in Papua and West Papua Provinces in the fields of health and education, local economic development, basic infrastructure, infrastructure digital, as well as connectivity to create a peaceful and prosperous people in Papua and West Papua Provinces

(Halim & Mononimbar, 2016; Pemprov Papua, 2018; and Sulaiman, 2018).

In the Presidential Instruction Number 9 of 2017, it is emphasized that to accelerate the improvement of access and quality of education services, this is done through, among others: (1) Implementing and strengthening boarding school patterns and developing vocational education; (2) Eradicating illiteracy and implementing contextual curriculum education in Papua; (3) Providing additional teacher quotas to meet teacher shortages and empowering Teachers' Education Colleges; (4) Improving teacher quality by utilizing information and communication technology, or digital e_learning based education; (5) Providing wider opportunities to pursue secondary and tertiary education for indigenous Papuan children; and (6) Providing mentoring support, training, and provision of lecturers and experts (Setneg RI, 2011; Pemprov Papua, 2018; and Sulaiman, 2018).

By considering the things stated above, this paper tries to reveal strategies and alternatives that can be considered in accelerating the education development program in the Land of Papua. Especially in providing alternative genuine program of implementation of curriculum and learning in schools for the Papuan people. One of them is by paying attention to local culture and the importance of mother tongues or local language that being given in the early grades for the young generation of Papua in grade 1 to grade 3 in elementary school.

Literature Review. According to OECD (Organization for Economic Cooperation and Development) research results, in 2012, the national HDI (Human Development Index) in 2012 reached 73.3, while Papua Province only reached 65.86. This achievement by Papua Province is the lowest HDI achievement for the Province in Indonesia. The HDI for Indonesia has improved from 67.7 in 1996 to 73.3 in 2012, although in Papua it was only 65.86 despite some improvement there (*cf* UNESCO, 2015; Sofilda, 2019; and Juliarini, 2020). See figure 1.

In line with the authority written in the Law of the Republic of Indonesia Number 22 of 2001 concerning Special Autonomy for Papua Province, district/city development policies in Papua Province are directed at four crucial points, namely covering sectors: education, health, people's economy, and transportation infrastructure. In the education sector, the implementation of district/city government policies is still faced with a very serious problematic situation. On the one hand, there is a very strong desire to improve the quality of educated and skilled human resources; but, on the other hand, the carrying capacity of educational institutions in this direction is not strong enough (Setneg RI, 2001; Setjen Depdiknas, 2003; and UGM, 2005).

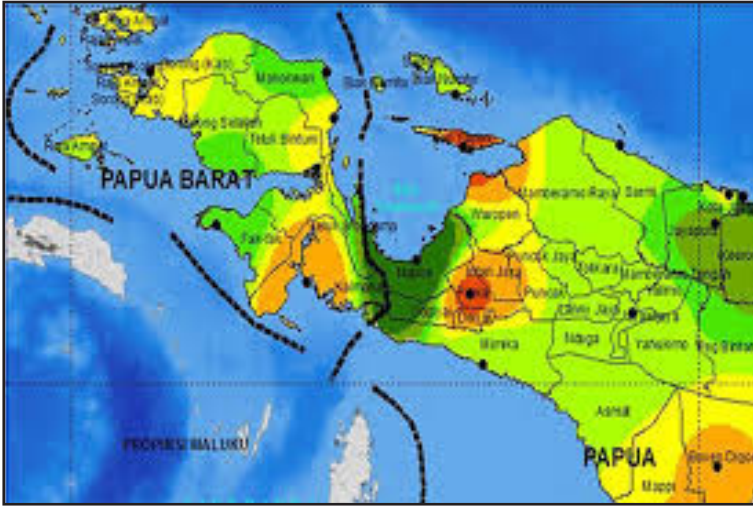


Figure 1:
Map of Papua and West Papua Provinces

The willingness to advance education sector is built on the basis of the political commitment of the local government, which has been manifested in various forms of policies and programs. However, this desire has not yet received optimal response and support from the education bureaucracy, both in terms of administrative action and from an institutional management perspective. The education sector is still constrained by various factors, especially at the level of translating political commitments into strategic and tactical policies and at the level of implementation in almost all of its technical institutions.

Some things that appear are slow and “pseudo” responsiveness, so that it can only develop educational products that disappoint various parties. This responsiveness constraint is basically triggered by the lack of close relations between educational institutions and the government bureaucracy. The logical consequence can be referred to the resistance to education policy. Although recently, a new phenomenon has emerged which discourse results orientation as an important parameter in assessing the success of education.

Apart from inadequate quality and quantity of teachers, teacher absenteeism in schools is also quite high. This matter related to teacher absence was reported by Bobby Anderson (2020), who stated as follows:

In highlands, however, most of these teachers do not show up for work. To say that “teacher absenteeism is a problem” is not to pretend that the system functions

albeit with an absenteeism handicap. In Papua, a teacher might skip a semester for absenteeism (Anderson, 2020).

The report on teacher absenteeism is also very interesting to examine, whether the absence is due to the lack of motivation of teachers to work (lack of motivation) or is it more due to unfavorable cultural and natural conditions, so it is necessary to have teachers who are academically strong who are also tough in dealing with hardship (survival), especially when facing a work field that is not always friendly due to natural constraints. This condition causes the drop out rate of SD (*Sekolah Dasar* or Elementary School) and SMP (*Sekolah Menengah Pertama* or Junior High School) students to be quite high.

On the other hand, as written by Bobby Anderson (2020), in Yahukimo as a *Kabupaten* (Regency) in Papua Province, the paralysis of the education system has made the number of illiterates there very high. In Yahukimo, the visible manifestation of a functioning government disappeared. This collapse of education system has led to illiteracy rates that are much worse than the provincial average: anecdotal evidence puts the illiteracy rate in Lolat at upwards of 80 per cent (Anderson, 2020).

In line with the Papua Province Regional Regulation Number 21 of 2013 concerning the Papua Province Long-Term Development Plan, or RPJPD (*Rencana Pembangunan Jangka Panjang Daerah*), for 2005-2025, the Vision and Mission of the Papua Province has been established. The vision of the Papua Province is: “*A Papua that is Socially, Culturally, Economic and Politically Independent*”. Meanwhile, the Mission of Papua Province is as follows: (1) Realizing social independence; (2) Realizing cultural independence; (3) Realizing economic independence and regional development; (4) Realizing political independence; and (5) realizing the independence of the indigenous people of the Land of Papua (Pemprov Papua, 2005 and 2018; Slama & Munro eds., 2015; and Efriandi, Holzhacker & Couwenberg, 2017).

The low quality of human resources is still a major issue in Papua Province. This is due to the unequal provision of educational services, low school culture, and various limitations in the provision of education, it can be indicated that the Average Length of School, or RLS (*Rata-rata Lama Sekolah*), for boys is 8.81 years and for women is 7.89 years in 2019. The movement of the NER (Net Enrollment Rate) at each level of education also tends to increase, in 2019 the APM/APK (*Angka Partisipasi Murni/Angka Partisipasi Kasar* or Net Participation Rate/Coarse Participation Rate) for SD/MI (*Sekolah Dasar/Madrasah Ibtidaiyah* or Elementary School/Islamic Elementary School) was 79.19% and 91.94%. The NER/

GER (Net Enrollment Rate/Gross Enrollment Rate) for SMP/MTs (*Sekolah Menengah Pertama/Madrasah Tsanawiyah* or Junior High School/Islamic Junior High School) were 57.19% and 78.1%. Meanwhile, the APM/APK for SMA/SMK/MA (*Sekolah Menengah Atas/Sekolah Menengah Kejuruan/Madrasah Aliyah* or Senior High School/Vovational Senior High School/Islamic Senior High School) and the equivalent in Papua, in 2019, was 44.32% and 76.33% (Amaliah, 2015; Kusniawati, 2017; and BPS Provinsi Papua Barat, 2019a and 2019b).

For West Papua Province, the Average Length of Schooling (RLS) for boys is 10.20 years and for women is 7.19 years in 2019. The movement of NER at each level of education also tends to increase, in 2019 at APM/APK for SD/MI and the equivalent, namely 93.76% and 111.24%. For the APM/APK for SMP/MTs, they are 69.92% and 88.49%. Meanwhile, the APM/APK for SMA/SMK/MA and the equivalent in West Papua Province, in 2019, is 63.15% and 96.41% (Amaliah, 2015; Kusniawati, 2017; and BPS Provinsi Papua Barat, 2019a and 2019b).

In other words, the education gap between *Tanah Papua*, both in Papua and West Papua Provinces, compared to the average in other Provinces in Indonesia is still very high. There are many things that cause the low participation of the *Tanah Papua* community in the education sector, including access to schools, which is generally still difficult, high costs of education and transportation, long distances from home to school, insufficient availability of teachers, poor educational facilities adequate, and in general public attention to the importance of education is still low. On the other hand, the limited number of teachers is another problem, which is not decreasing from day to day, even getting worse. In terms of the number and ratio of student teachers, it appears that the number of teachers is not sufficient. Another problem is that many teachers are reluctant to be placed in remote areas, resulting in a gap in the number of teachers between areas close to the city center and remote areas in *Tanah Papua*, such as in mountainous and coastal areas (Munro, 2013; Slama & Munro eds., 2015; and Pemprov Papua, 2018).

In accordance with the Papua Province Long-Term Development Plan, or RPJP, 2005-2025, in detail it can be said that some of the main issues in the education sector in Papua can be identified as follows: (1) Educational facilities and infrastructure are limited and not evenly distributed in every region, especially in remote areas; (2) the Low school culture that has developed in communities that have been living in traditional cultural patterns has resulted in low school enrollment rates; (3) the Low average literacy rate in Papua and West Papua Provinces; (4) Lack of availability of vocational schools in accordance with the needs of local

Table 1:
 The Average Length of Schooling or RLS (*Rata-rata Lama Sekolah*)

| Geographical Area | Gender | | Total |
|---------------------|--------|-------|-------|
| | Men | Woman | |
| Urban Area | 10.79 | 10.47 | 5.21 |
| Rural/Isolated Area | 4.42 | 5.21 | 68.3 |

economic development; (5) Limited number of teachers in each remote area and not able to reach scattered population locations; (6) the High dropout rate; (7) Education completion is still patterned by prioritizing the construction of physical facilities for school buildings, which are not necessarily suitable for solving educational problems due to the scattered location of the population; and (8) the Quality of teachers and education personnel is still low, many of whom have just graduated from high school (Pemprov Papua, 2005 and 2018).

The LRP (Literacy Rate of Population) in West Papua and Papua Provinces has increased from year to year. The following is the AMH (*Angka Melek Huruf* or Literacy Rate) of the Province of West Papua consecutively starting in 2017, 2018, and 2019 as follows: 97.16%, 97.37%, and 97.72%. Meanwhile, the AMH of Papua Province in a row starting in 2017, 2018, and 2019 are as follows: 73.89%, 76.79%, and 78.00% (Hartini, Sumarno & Hiryanto, 2015; Utama *et al.*, 2018; and BPS Provinsi Papua Barat, 2019a and 2019b).

One indicator that is often used to show the results of educational attainment is the Average Length of Schooling, or RLS (*Rata-rata Lama Sekolah*), of the population 15 years and over, because it is able to show the education level of the population as a whole. The mean years of schooling is an indicator that shows the average number of effective years of schooling that is achieved by the population. The Average Length of School for residents of 15 years and over in Papua Province, according to gender and area of residence in 2019, can be stated in the table 1.

The achievement of the length of schooling in Papua is still far below the target to be achieved in the government’s RPJMN (*Rencana Pembangunan Jangka Menengah Nasional* or National Middle-Term Development Plan), which targets an average length of schooling for residents to reach 8.8 years in 2019. Inequality in education between urban and rural areas is in the following illustration:

SUSENAS [*Sensus Ekonomi Nasional* or National Economic Census] results show that in 2019, the average length of schooling for urban residents is 10.64 years,

equivalent to grade 11 SMA/SMK [*Sekolah Menengah Atas/Sekolah Menengah Kejuruan* or Senior High School/Vocational Senior High School]. In rural areas, the average length of schooling for the population is 5.21, or in other words, the average number of rural residents in Papua only goes to school up to grade 5 SD [*Sekolah Dasar* or Elementary School].

Meanwhile, the education gap was also evident between men and women. This is reflected in the higher average length of schooling for boys than girls. In 2019, the average length of school for boys was 7.41 years, equivalent to grade 7 Junior High School, while girls' school length was only 6.15 years, equivalent to grade 6 SD.

There are many factors that are thought to influence the low average length of schooling for girls in Papua Province, including the level of community welfare, so that when the limited resources that are prioritized for school are boys, stereotypes in society still view women's affairs as a domestic affair, or not public understand the benefits of education (BPS Provinsi Papua Barat, 2019a).

In some of the occupations in the interior of Papua, as stated by RCA (Reality Check Approach), in 2015, in the Education Study in *Tanah Papua* (Papua Land), education is valued by parents in the study location primarily as a means of enabling ethnic Papuans to better connect, network, and negotiate rights without being cheated. It is also seen as a means of improving the balance of domination by migrants in the civil service and other positions of power (*cf* Kemdikbud RI, 2015; RCA, 2015; and Shah, 2018).

Education is valued by parents in the study locations primarily as a means to enable ethnic Papuans to better connect, network, and negotiate rights without being cheated. It is also seen as a means to redress the balance of domination of incomers in civil service and other positions of power. Some value the opportunity to access salaried work through education, especially access to civil service opportunities.

Furthermore, RCA's research, in 2015, stated that the school was not well understood by parents and was often seen as a magic box, where mere attendance will ensure progress and graduation. Failure of this process can cause parents and students to complain and claim their right to graduate regardless of performance. Failure of this process may also lead to parents and students complaining and demanding their entitlement to graduation irrespective of performance (Kemdikbud RI, 2015; RCA, 2015; and Shah, 2018).

In more detail, USAID (U.S. Agency for International Development), in 2009, detailed the complex issues of education in the two Provinces in *Tanah Papua* (Papua Land), as follows: (1) High percentage high school dropout; (2) Obstacles for Primary School are reading and writing, while for Secondary School this concern mathematics, languages, and science; (3) the Majority of *kampong* children do not continue to Secondary

School after Primary School, because the location of the Secondary School is too far away; (4) State and private schools management system for the interior, coastal, remote, and isolated areas receive very little support for teaching staff, equipment, media materials, school text books, and school administration; (5) the Majority of marginal communities cannot read and write; (6) Awareness, particularly in isolated communities, parent's pupils about the importance of education is still very low (USAID, 2009).

That is, among others, a portrait of the problems of basic education in the two Provinces (Papua and West Papua). The problem of equal opportunities for basic education is still an obstacle, especially in mountainous and isolated areas; limited teachers and educational infrastructure in rural and mountainous areas; as well as other basic education problems.

In writing this paper, the data were collected through information sharing methods or literature methods and documentation studies on education data in Papua. This type of research is a literature study. The literature study method is a series of activities related to the method of collecting library data, reading and taking notes, and managing research materials (Creswell, 2008; Zed, 2008; and Raco, 2010).

Literature studies play an important role in a study because it can determine the direction of the research itself. The literature study contains descriptions of previous studies related to similar problems, while the theoretical shell is the support for the theoretical basis as the researcher's rationale (Creswell, 2008; Zed, 2008; and Darmalaksana, 2020).

FINDINGS AND DISCUSSION

In general, there are 4 main areas in two Provinces in Papua. The four geographic areas of Papua are: *Isolated Area*; *Rural Area*; *Urban Area*; and *Strategic Area*. So, based on the mains areas, there is proposed the *Alternative Schooling Systems in Papua*, namely: (1) *Hunter-Gatherer and Rural Community Schooling Model*; and (2) *the School Model for Papuan Urban Communities*.

Isolated Area. Papua Province has diverse geographical characteristics, consisting of lowlands, swamps, coastal areas and mountains. The central mountainous area is an isolated area, because in general most of these areas do not yet have accessibility to development resources, which causes constraints on the performance of the basic infrastructure development sector, the transportation sector, the education sector and the health sector; which causes low social economic development, and the high level of poverty (WB, 2008; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).



Figure 2:
Traditional Hunters in Isolated Area in Papua

There are also districts in the central highlands, which are categorized as isolated areas, including: Jayawijaya Regency, Yalimo Regency, Nduga Regency, Lani Jaya Regency, Bintang Mountains Regency, Puncak Regency, Intan Jaya Regency, Central Memberamo Regency, Tolikara Regency, Puncak Jaya Regency, and Yahukimo District. These Regencies/Districts generally have steep topographical and geographic conditions, steep mountains and valleys, as well as canyon plains that are difficult to penetrate via land transportation, so they still rely heavily on air transportation (WB, 2008; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017). See figure 2.

As written by Dhimaswij (2020), and other scholars, that many local Papuans choose to live and live in rural areas and feel closer to nature, more pleasant (comfortably living) and in accordance with their choice of livelihood as their choice of life as hunters and fish seekers. Many indigenous Papuan lives in rural areas rather than in the city. However, the well-educated Papuan and middle class Papuan usually lives in the city. On the other hand, many indigenous live in the rural due to what is called by comfortably living and the reason of getting close with the nature and working preferences or hunting and fishing (Glazebrook, 2008; Slama & Munro eds., 2015; and Dhimaswij, 2020).

Another challenge in the field of education in the *Tanah Papua* (Land of Papua) is the extreme geographical factor, especially in mountainous areas with limited transportation facilities, lack or almost no access

to adequate land transportation, so the transportation used is to use air transportation which is of course expensive. Therefore, not many teachers are interested in teaching in remote mountainous areas with long assignments. In several districts in Papua, there are still conflicts and political issues from a group of local communities that have affected the disruption of the teaching and learning process in the interior of Papua. Furthermore, Dhimaswij (2020) said the following here:

The first challenges of education in Papua are geographical challenges, a lot of highland in Papua which is difficult to reach except using airplanes, and this is very expensive. This make teachers are not willing to stay there (Dhimaswij, 2020).

There is some passionate teachers, who are willing to stay there, but there is also lack facilities. Indeed, there is also teachers from other provinces who teaches in Papua, even though there are huge political issues such as Papua Independent Movement, which makes the conflict area are even more difficult to touch. Geographical location combined with no infrastructure make the progress of education is changing slowly. Not many people are willing to travel and work to Papua because it is very expensive (ACDP & Balitbang Kemdikbud RI, 2014; Puskurbuk Balitbangdikbud, 2017; and Dhimaswij, 2020).

Rural Area. Rural areas in Papua Province are areas that are outside urban areas, but are not classified as isolated areas, where the conditions of infrastructure and infrastructure facilities, including roads/bridges, education, health, economy, and others are still left behind and require high attention from government. The condition of rural areas in Papua Province has various geographical characteristics, consisting of lowlands, swamps, coastal areas, and mountains (WB, 2008; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

Compared to the coastal areas, the central highlands in Papua Province are rural areas, which are still very difficult to reach until now and most of them rely on air and river transportation modes to reach them. The rural areas cover Keerom Regency, Jayapura Regency, Sarmi Regency, Waropen Regency, Nabire Regency, Merauke Regency, Boven Digoel Regency, Asmat Regency, Mappi Regency, Mimika Regency, Biak Regency, Supiori Regency, Yapen Kep Regency, Mamberamo Raya Regency, Paniai County, Dogiyai County, and Deiyai County (ACDP & Balitbang Kemdikbud RI, 2014; Setneg RI, 2011; and Puskurbuk Balitbangdikbud, 2017).

Urban Area. General description of urban areas in Papua Province with the topography of Papua Province, which is very diverse in coastal areas, mountainous areas and valleys, has its own characteristics including various geographical characteristics, consisting of lowlands, swamps,

coastal areas, and mountains. The urban areas in Papua Province cover 29 Regencies/Cities, which are also district capitals (WB, 2008; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

From a demographic perspective, the composition of the population in this region is very heterogeneous and from the perspective of livelihood, which is more advanced in terms of social, cultural, economic, education, health and availability of public infrastructure (WB, 2008; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

Strategic Area. Strategic area is development focused on locations with potential natural resources (backward linkages) and skilled human resources, supported by regional infrastructure that supports investment based on local economic potential and opens up domestic and international markets (forward linkages). The strategic areas in Papua Province are: Jayapura Regency, Mimika Regency, Merauke Regency, and Biak Regency (ACDP & Balitbang Kemdikbud RI, 2014; Puskurbuk Balitbangdikbud, 2017; and Yuli & Wojtyla, 2020).

The total population of Papua, in 2009, was 2,097,482 people and increased to 2,833,381 people in 2010, indicating a very high increase in the number of people in the past 1 year. This may be due to the high flow of migration from outside Papua to Papua. The size of the land, the high potential for natural resource utilization, and the opportunity to do business are the factors that trigger migration to this area, or because of the expansion of the area, which causes confusion in the population data collection (Upton, 2009; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

The area with the highest population growth was Tolikara Regency (12.59%), while the lowest was Gunung Bintang Regency with only 2.48%. The achievements of social welfare development in a region have used many non-economic measures. One non-economic approach that is commonly used is the HDI (Human Development Index). HDI is a composite index covering three areas of human development, that are: considered very basic, namely longevity, knowledge, and decent living. In practice, there are 4 main components used to measure the HDI figure, namely: life expectancy, literacy rate, average length of schooling, and real expenditure per capita rate (Upton, 2009; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

If observed, the achievement of HDI figures in Papua Province has always experienced positive growth. In 2010, the HDI figure for Papua Province reached 64.94, experiencing a significant increase, namely as much as 0.53 points from 2009. This HDI achievement means that human development is included in the lower middle category, namely HDI

achievements between 50.0 to 65.9. The HDI figure for Papua Province appears to be the lowest in Indonesia. In other words, the quality of human development achieved by the Papuan government has been the lowest compared to other regions. All these facts make it clear that human development, especially Health and Education and other elements that make up the HDI need to be focused and prioritized in long-term development in Papua Province (ACDP & Balitbang Kemdikbud RI, 2014; Pusurbuk Balitbangdikbud, 2017; and Juliarini, 2020).

Alternative Schooling Systems in Papua. Taking into account the historical pedagogical analysis of the Papuan people, it is necessary to have a schooling or learning system adapted to the socio-cultural background of the community, namely the hunter-gatherer community groups; rural community groups; urban community groups; and mining community groups. In this alternative study of the schooling system in Papua, it is classified into two main parts, namely: hunter-gatherer community groups and rural community groups; and urban community groups and mining community groups (Upton, 2009; ACDP & Balitbang Kemdikbud RI, 2014; and Pusurbuk Balitbangdikbud, 2017).

Firstly, ***Hunter-Gatherer and Rural Community Schooling Model.*** In hunter-gatherer community groups, curriculum models that are flexible or not rigid and adapt to the character of the community should be developed. Basically, they live in the open and move places and whatever is around them can be a source and media of learning. The surrounding nature can be used as a school for hunter-gatherer communities. Most of the people in Papua and West Papua Provinces are still classified as farmers and traditional agribusiness communities with very limited access to information. The implementation of education in rural communities has various implications, including the need for curriculum diversification and curricula that uphold the local wisdom of the Papuan people (Wahyudin, 2018).

Some considerations for the curriculum management model include: (1) Planning, organizing the curriculum needs to be relevant between the national curriculum and the local needs and conditions of students; (2) Implementation of curriculum and learning models that are not only face-to-face but directly interact with the surrounding environment, so that students gain a more functional strengthening of attitudes, knowledge, and skills in accordance with real life and the surrounding environment characterized by agriculture and livestock, in which implementation of the curriculum in strengthening 3-Rs = Writing, Reading, and Arithmetic, is also packaged with attention to the needs of students, by utilizing the surrounding environment as a medium and a source of learning;

(3) Use of the mother tongue as the language of instruction, while also introducing/strengthening the ability to use Indonesian for students; and (4) Provide autonomy to schools and local communities to manage the curriculum independently by prioritizing needs and target achievement without neglecting the national policies that have been set (Guthrie, 2015; Doringin, 2016; and Wahyudin, 2018).

Alternative development by paying attention to national education policies, the Regional Government together with the local LPTKs (*Lembaga Pendidikan Tenaga Kependidikan* or Educational Institutions for Education Personnel) are developing the Teachers' Education Colleges, as a producer of teachers/tutors who are ready for survival who are ready to serve as tutors/teachers for schools in remote community areas (Wahyudin, 2018).

Secondly, ***the School Model for Papuan Urban Communities***. It is observed from the composition and structure of Papuan society in urban areas, a small number of them have received modern education and interact with advanced technology. At present, some of them have become leaders in government, community leaders, or leaders informally or they take part in the business/industrial world, including among them entrepreneurship in the service and industrial sectors. Meanwhile, agro-industry is part of community activities on the outskirts of the city. The average person is the population who live in cities that have long developed. Examples: Jayapura, Wamena, Biak, Serui, Nabire, Manokwari, Sorong, Merauke, Timika, and Fak-fak (Upton, 2009; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

From a demographic perspective, the composition of the population in this area is very hydrogen and from a livelihood perspective, which is more advanced in terms of social, cultural, economic, health education, and the availability of public infrastructure. The implementation of education in urban communities in Papua has various implications, including the need to diversify the curriculum according to the characteristics of the Papuan urban community (Mollet, 2007; ACDP & Balitbang Kemdikbud RI, 2014; and Puskurbuk Balitbangdikbud, 2017).

Some considerations for the curriculum management model include: (1) Curriculum management is a curriculum system that is cooperative, comprehensive, systemic, and systematic in the context of realizing the achievement of curriculum goals; (2) Curriculum management must operationalize the curriculum to lead to the planned vision, mission, and educational goals; (3) Selection of curriculum content that is easy for teachers to teach, easy to learn by students, measurable achievement, meaningful, and useful to learn as provisions for student

life and continuing education; (4) the Implementation of the curriculum is based on the potential, development, and condition of students to master competencies that are useful for themselves; (5) the Curriculum is implemented in an atmosphere of student and educator relationships that accept and appreciate each other are friendly, open, and warm with the using genuine local culture and ethno pedagogy; (6) the Curriculum is implemented using a multi-strategic and multimedia approach, adequate learning resources and technology, and utilizing the surrounding environment as a learning resource, with the principle of being a teacher, namely everything that happens, unfolds and develops in society and the surrounding environment and the natural environment is made into learning resources, examples, and models; (7) the Curriculum is implemented by utilizing natural, social, and cultural conditions as well as regional wealth for the success of education with the content of all study materials optimally; (8) Curriculum that includes all components of subject competence, local content, and self-development is organized in a suitable and adequate balance, linkage, and continuity between classes and types and levels of education; (9) Planning, organizing, implementing, and evaluating the curriculum needs to be relevant between the national curriculum and the regional needs and conditions of students; (10) Give autonomy to educational units/educational institutions to manage the curriculum independently by prioritizing needs and target achievement without neglecting the national policies that have been set; and (11) Community involvement is needed to assist and control the implementation of the curriculum (Wahyudin, 2018).

Several matters relating to the availability of teachers in urban areas in Papua are as follows: (1) the Distribution of teachers is not evenly distributed between urban and suburban areas, in particular, in remote and isolated areas, therefore, local governments, or regencies/cities, need to rearrange or replacement and distribute maps of teachers who work in their respective regencies/cities; (2) Teachers who are absent from assignments and prefer to be in the city, thus, a system of supervision and management of teachers and other personnel based on a reward and punishment system is needed; (3) Educators and education personnel are needed who can encourage learning innovation in schools, can assist with tasks related to education management, empower communities, and carry out social tasks; (4) It is necessary to strengthen the capacity of teachers and education managers in districts, as well as foundations that have been actively dedicated in the field of education; (5) Systemic but distinctive reinforcement for teachers, especially small school teachers, who are generally graduates of the College of Teacher Education or

Senior High School's equivalent; and (6) Strengthening teachers through the typical Papuan KKG or *Kelompok Kerja Guru*/Teacher Working Group and MGMP or *Musyawah Guru Mata Pelajaran* or Subject's Teacher Consultation as an alternative to sustainable teacher development (ACDP & Balitbang Kemdikbud RI, 2014; Puskurbuk Balitbangdikbud, 2017; and Wahyudin, 2018).

CONCLUSION

The level of educational attainment in these two Provinces is relatively lagging behind compared to most other Provinces in Indonesia. Historically, there has been a dynamic long journey of educational development in Papua, which cannot be separated from the dynamics of local politics and national politics. This has an impact on the development of education for the people in the *Tanah Papua* (Land of Papua) itself.

In general, the learning culture adhered to by the people of Papuas are still generally low. This is because, among other things, some Papuans still live in a nomadic cultural pattern (hunting and gathering), which results in low school enrollment rates. In addition, the illiteracy rate in Papua Province is still high. The average number of illiterates in Papua Province reaches 28.75%.

Teacher absenteeism is also very interesting to examine, whether the absence is due to the lack of motivation of teachers to work or is it more due to unfavorable cultural and natural conditions, so it is necessary to have teachers who are academically strong who are also tough in dealing with survival situation especially when facing a work field that is not always friendly due to natural constraints. This condition causes the drop out rate of SD (*Sekolah Dasar* or Elementary School) and SMP (*Sekolah Menengah Pertama* or Junior High School) students to be quite high.

The majority of the children do not continue to SMP after primary school, because the location of the secondary school is too far away, State and Private Schools management system for the interior, coastal, remote, and isolated areas receive very little support for teaching staff, equipment, media materials, school textbooks, and school administration. The majority of isolated areas or marginal communities cannot read and write.

Taking into account the historical pedagogical analysis of the Papuan people, it is necessary to have a schooling or learning system adapted to the socio-cultural background of the community, namely the hunter-gatherer community groups, rural community groups, and urban community groups.

The implementation of curriculum and learning models that are not only face-to-face but directly interact with the surrounding environment,

so that students gain a more functional strengthening of attitudes, knowledge, and skills in accordance with real life and the surrounding environment characterized by agriculture and livestock. Implementation of the curriculum in strengthening the “3-Rs” (Writing, Reading, and Arithmetic) also packaged with attention to the needs of students, by utilizing the surrounding environment as a medium and a source of learning.

Use of the mother tongue as the language of instruction, while also introducing/strengthening the ability to use Indonesian for students. Provide autonomy to schools and local communities to manage the curriculum independently by prioritizing needs and target achievement without neglecting the national policies that have been set. Other alternative action by paying attention to national education policies, the regional government together with the local LPTKS (*Lembaga Pendidikan Tenaga Kependidikan* or Educational Institutions for Education Personnel) to produce local teachers that are ready for survival and serve as tutors for schools in remote community area.¹

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¹**Statement:** We, herewith, made the statement that our paper is not product of plagiarism, not to be submitted to the other journal(s), reviewed as well as published by other scholarly journals; and finally having received, it will also not to be withdrawn by the Authors from this *TAWARIKH* journal. This statement letter was made to be used by the Editor as an appropriate.

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(Source: <http://papuanews.org>, 30/03/2020)

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