



Strategic Coordination of BP3OKP in Implementing the Papua Cerdas Mission Based on the Papua Development Acceleration Master Plan (RIPPP)

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Abstract

The development of the education sector in Papua Province continues to face structural, cultural, and geographical challenges. In response, the Government of Indonesia established the Steering Agency for the Acceleration of Special Autonomy Development in Papua (BP3OKP) as a strategic institution tasked with coordinating development planning under the framework of Special Autonomy. This study aims to analyze the role of BP3OKP in coordinating the planning of the "Papua Cerdas" mission, as outlined in the 2022–2041 Master Plan for the Acceleration of Papua Development (RIPPP). Using a descriptive qualitative approach, data were collected through in-depth interviews, field observations, and document analysis. The analysis applies the Result-Based Management (RBM) framework, particularly the Setting the Vision stage. The findings reveal that BP3OKP plays a pivotal role in aligning national policy directions with local needs through cross-sectoral collaboration involving regional governments, customary institutions, educational foundations, and national ministries. Despite having a strong legal mandate and institutional foundation, challenges remain in inter-agency coordination and the optimal utilization of Special Autonomy Funds for priority education programs. This study recommends strengthening institutional capacity and refining coordination mechanisms as key strategies to accelerate the inclusive and sustainable realization of the "Papua Cerdas" mission.

Keywords: BP3OKP, Papua Cerdas, planning coordination, RIPPP, Papua education, Result-Based Management.

INTRODUCTION

The challenges from year to year in the education system in Papua Province raise big questions about the state autonomous capacity that is expected to be able to present policies and programs in overcoming educational problems. This is because, if you look at the achievement of the Human Development Index (HDI) of Papua Province during the Special Autonomy period, Papua Province is an area in Indonesia that always occupies the lowest

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position (Central Bureau of Statistics, 2023). This autonomous capacity has actually been given to Papua Province since the passing of the special autonomy law in 2001, referring to the government's ability to make and implement its policies independently without pressure, influence, or the interests of outside groups, be it from domestic actors (such as interest groups and political parties) or international actors (such as other countries, multinational companies, and international organizations). However, in various studies, Papua Province is still considered less capable of managing governance.

As research conducted by Kossay (2022) shows, the problem of weak organization in Papua does not only occur at the provincial level but also between government agencies that are still concerned with the sectoral ego of each agency. This lack of coordination between government agencies has an impact on development that is not ideal. This shows that the presence of the Special Autonomy Fund, the problem of education in Papua Province, has not been solved. Even though the allocation of funds has entered its 22nd year, the Central Government and the Indonesian Parliament agreed to continue providing special autonomy funds (Otsus) to Papua until 2041. Moreover, at this time, the island of Papua has been divided; it initially only had 2 provinces, and currently there are 6 provinces, namely Papua, West Papua, South Papua, Central Papua, Mountainous Papua, and Southwest Papua. It is a tough challenge in the midst of polemics over the governance of planning, implementation, budget transparency and accountability, and the appropriate evaluation model. The presence of expectation gap conditions between regions in Papua Province indicates a forceful political will from the central government. In fact, the allocation of special autonomy funds for education in the coming year will be 35% higher than the 20% APBN/APBD provision for education. This is something extraordinary: to see how the Papuan apparatus coordinates with each other for the benefit, progress, and welfare of all Papuans.

The 2023 BPS Susenas (Ministry of Education and Culture, 2020) shows that 67.93% of the population aged 5 years and above in Papua Province is no longer in school. These figures reflect how difficult it is for children to access quality education. Based on a literature study, the various factors causing the low level of education inequality in Papua Province compared to other regions fall into three main categories:

1. Quality of education and human resources

The teacher absence rate in Papua Province is 37%, while in West Papua Province it is 26%. This condition then contributes to the low literacy rate in the Papua Province area. In 2019, Papua Province had the highest illiteracy rate in Indonesia. The workforce of mostly primary school graduates does not match the needs of the education sector, which requires teachers to have a professional education level and license.



Tabel 1. Teacher Presentations in Papua and West Papua Provinces

Jenis Sekolah	Status Sekolah	Prov Papua	Prov. Papua Barat	Jumlah
SD	Negeri	4.873	1.267	6.140
	Swasta	2.448	962	3.410
	PNS akan Pensiun	767	299	1.066
SMP	Negeri	3.040	1.067	4.107
	Swasta	1.132	387	1.519
	PNS akan Pensiun	228	128	356
SMA	Negeri	660	446	1.106
	Swasta	590	258	848
	PNS akan Pensiun	110	52	162
SMK	Negeri	601	338	939
	Swasta	524	176	700
	Negeri	69	25	94
Jumlah		15.042	5.405	20.447

Source: MoEC Regional Education Balance Sheet, 2019

Table 1 shows that Papua Province has more teachers than West Papua Province in terms of quantity. However, if examined further, in one school, namely SMA Negeri 3 Jayapura, out of a total of 40 teachers, not all of them are ASN. 13 of them are contract teachers. Similarly, for certification, out of 27 ASN teachers, 22 have been certified, while 5 have not been certified. This condition is weakened by the habit of teachers who are absent from work, as the results of research on teacher absenteeism in Papua and West Papua Provinces in 2012 by UNICEF (Bappenas, 2022) show that teachers who are absent without permission reach 56% in rural and isolated areas. Furthermore, the results of the Analytical Capacity Development Program (ACDP) study in 2014 showed that the absenteeism rate of educators in Papua Province was 37%. In mountainous areas, the teacher absence rate was much worse, 48% to be precise, and the principal absence rate was 70%. For the sake of the progress of education in the Land of Papua in the future, this needs to be taken seriously. Policies and support are needed as outlined in governor/regent/mayor regulations on school principals, teachers, and educators.

2. Education facilities and education financing system (scholarships)

The long distances between schools and homes and the lack of access to transportation have led to low learning participation for students to reach education services in several districts in Papua Province. This condition then impacts the Pure Participation Rate (APM), which is an indicator to measure how many school-age children have access to school education. For the APM aged 7-12 years, Papua Province has a figure that is quite far below the national APM. In



addition to the problem of educational facilities, the management of education financing has triggered the decline of the education system in Papua Province.

According to a report from the Ministry of Education and Culture through the Directorate of Special Education and Special Services, the Affirmation Secondary Education (ADEM) program (Bappenas, 2022) in the 2019-2020 school year had 132 ADEM students return to Papua and West Papua for various reasons out of 1448 students. 80% of students left school without a clear reason, the rest due to parental requests. 132 students who returned 35% were grade X students, 15% of students were grade XII students, and the rest were grade XII students, which is 50%. Students who did not continue their education based on the study destination area were mostly from East Java Province, namely 42% (55 students), and other regions, namely Central Java Province 26% (35 students); West Java Province 17% (22 students); DIY Province 1% (13 students); and Bali Province 0.05% (7 students).

A study on improving quality education services by Kompak (2022) conducted with Bappenas found that governance and funding are not optimal in education services in Papua Province. Only four districts and cities in Papua Province were able to meet the education budget, or 20% of the APBD, according to the realization of the Regional Budget (APBD) expenditure in Papua and West Papua Provinces in 2020. Conversely, only two of the 13 districts and cities in West Papua Province can fulfill this requirement. This is believed to be one of the causes of the poor performance of education services in Papua.

3. Curriculum and School Management

After the 2013 curriculum, the Merdeka Curriculum was published. The Merdeka Curriculum is a curriculum implemented by the government after the Covid-19 pandemic. The Merdeka Curriculum is designed to be a reference in the implementation of education at the PAUD, SD, SMP, SMA, SMK, and special schools (SLB) levels to become a national curriculum for all levels of education in Indonesia.

The government hopes to catch up with learning loss as well as readiness to face the new normal era. This curriculum change is because the 2013 curriculum used previously was considered too rigid and not in accordance with the rapidly changing times. Based on Marpaung's research (2023), the implementation of the Merdeka Curriculum at the primary school level in Papua is hampered by the issue of equitable distribution of qualified teachers. Teachers' lack of understanding of the independent curriculum is due to the lack of socialization or training for teachers, even though the independent curriculum focuses on developing student character for teachers. Although the government has provided a series of trainings, the availability of internet networks that often occurs in the South Papua and Papua Mountains areas is a barrier for teachers in developing themselves and also communicating in developing synergy with other teachers.

Meanwhile, school management practices have been illustrated by the achievement of school accreditation in fulfilling the 8 education quality standards, including the fulfillment of a





curriculum centered on student learning activities. As an illustration, art subjects can be adapted to the background of each student, depending on the level of education; for example, elementary school students are adapted to their village environment, junior high school students are adapted to the district or several districts where students come from, while high school students are adapted to the student's area. Examples: dance, carving, painting, and others, adapted to their respective regions. Similarly, for entrepreneurship subjects, noken crafts, farming, fishing, or others can be chosen. Likewise for other subjects, biology, sports, and others. The real implementation of school management in Papua Province has not yet run as intended.

The three main problems above illustrate that education governance in Papua Province requires an assessment of coordination patterns in the implementation of education policies. In the era of President Jokowi and Mr. Ma'ruf Amin, Presidential Regulation No. 121 of 2022 concerning the Steering Committee for the Acceleration of Papua's Special Autonomous Development is a tactical step to solve problems in Papua. This agency has a main role and function as a representation of the central government to carry out public communication, especially to improve coordination patterns in the use of special autonomy funds and accelerate Papua's development by offering ideas, guidelines, and solutions to problems and issues related to the implementation of special autonomy and accelerated development in Papua.

In order to support the duties and functions of the presence of this BP3OKP, Perpres Number 24 of 2023 concerning the Papua Development Acceleration Master Plan for 2022-2041 was drafted to improve the quality of life of the Papuan people. The RIPPP regulates 3 basic areas of Papua's development direction, one of which is the education sector by carrying out the 'Papua Cerdas' mission. The presence of BP3OKP and RIPPP is a breath of fresh air in the midst of the polemics over the Special Autonomy Fund policy in Papua Province and the plan to extend Papua's special autonomy period until 2041 by presenting BP3OK as the coordinating body for managing the Special Autonomy Fund; its institutional capacity needs to be analyzed so that it can have a significant impact on the welfare of the Papuan people in the field of education. The 'Papua Cerdas' mission contained in the Papua Development Acceleration Master Plan (RIPPP) is expected to answer problems in the field of education; of course, it requires qualified institutional capacity, as the parable says planning reduces future uncertainty. Planning reduces future uncertainty. By planning something, we encourage what we want and reduce things that are beyond our control (Laksmono, 2018). The role of BP3OKP in carrying out the mandate of the central government certainly has considerable challenges in terms of coordination.

Afriansyah (2023), in his research, states that the implementation of special autonomy in the field of education has a gap between Otsus legislation and its implementation. There is a need for strategic assessment and planning related to education design, optimizing the Special Autonomy budget quantitatively and qualitatively. The urgency of coordination was also conveyed by Oktavian & Adi, 2021 (2021), who stated that the management of Special Autonomy funds has not been in favor of indigenous Papuans due to problems in the technical implementation unit, namely the lack of synchronization and overlapping laws and regulations





that still occur, which cause unsynchronized implementation level. The Regency/City Government, Provincial Government, and Central Government do not have harmonization and qualified capacity regarding education, so the education budget is not well absorbed.

Based on previous research, it shows that the right to education in Papua has become a consent issue that is widely considered by academics from various scientific backgrounds. However, previous research has not yet deepened the study of the coordination role of BP3OKP in the process of implementing the Papua Development Acceleration Master Plan in Papua Province, especially the “Papua Cerdas” mission. The concept of institutional capacity can be an interesting study to be developed as a finding in social welfare science, especially in social planning in the field of education.

This research update will analyze the coordination role of the Papua Province Special Autonomy Development Acceleration Steering Committee in implementing the “Papua Cerdas” mission according to the RAPPP using the Result-Based Management scheme, which is one of the approaches in strategic planning used in designing various social development programs. Result-Based Management (RBM) is one of the approaches in strategic planning used in designing various social development programs. RBM is known as “management by objectives” by Peter Drucker (1954) with a practical concept. In the late 1990s the United Nations adopted RBM to improve organizational accountability and effectiveness.

Harmonizing RBM is referred to as a reform of the UN system, which is important to support development alignment down to the district level. The United Nations Development Group (2011) explains that RBM is closely related to development planning because it is an approach used in planning and implementing social development programs. RBM ensures that social development planning is based on achieving results that are measured and monitored continuously to achieve the desired impact in development. Analysis using RBM will provide an updated planning study that will help BP3OKP map organizational conditions, OAP needs analysis, and stakeholder integration with the long-term goals of the RIPPP.

The use of RBM analysis in this research is focused on the planning stage, namely setting the vision, which is the process of setting clear and inspiring long-term goals for an organization or program. This includes identifying desired outcomes, which in this case requires analyzing educational needs, ensuring compatibility with available resources by mapping actors, and integrating the vision with other action and operational plans. This process aims to direct all activities and interventions towards achieving the desired results, as well as creating a results-based culture throughout the program and project cycle. Create institutions that support a results-based approach throughout the program and project cycle. This includes involving all stakeholders in the planning and implementation process. Of course, this strategy is carried out to accelerate development planning, strive for government services, and improve the welfare of Indigenous Papuans. So that Papua Province is expected to be better able to organize the region, it can optimize more efficient and effective public services in line with the principles of good governance to increase the productivity of community groups receiving social services in the long term.





METHOD

This research was conducted to describe the institutional dynamics in coordinating the development of Papua Province's education system. To achieve the research objectives, the research approach used was qualitative. This approach was chosen because the qualitative approach uses theory as a research lens during the data collection process; the theory is built based on empirical data (Neuman, 2014). The type of research used in this research is descriptive research. Descriptive research presents a description of specific details of a situation, social policy process, or relationship between stakeholders.

In this study, informants were selected purposively. Departing from the formulation of the problem, the informants in this study are people who can meet the data needs and representation of parties who are considered to know information related to the research objectives, so members of the Papua Province BP3OKP, the Papua Cerdas Working Group team, and the Papua Province Education Office were selected. The data collection techniques used consist of secondary data in the form of study materials, research, and legislation related to the formulation of the problem and primary data in the form of observation of research locations and in-depth interviews conducted from August 2024 to February 2025.

The data analysis technique used in this study uses data analysis techniques proposed by Ellen (Neuman, 2014), including the data organization stage (sort and classify), the data processing stage (open coding, axial coding, and selective coding), the data interpretation stage (interpret and elaborate), and the conclusion stage. In order to improve the quality of qualitative research, this study conducted a triangulation process. The triangulation process is a process that combines information from various sources to investigate certain social phenomena.

RESULTS AND DISCUSSION

Results

Coordination Process of the Steering Committee for the Acceleration of Special Autonomy Development of Papua Province in Planning the "Papua Cerdas" Mission

Institutionalization is demonstrated by the hierarchical and cooperative organization of coordinating activities, decision-making, and task execution pertaining to Papua's development through the structure of BP3OKP (Papua Special Autonomy Development Acceleration Agency). The institutional framework of BP3OKP is intended to support cross-sector coordination procedures both horizontally (between ministries and agencies) and vertically (between central and local government). Through the engagement of multiple stakeholders, including as academics, public servants, and OAP, BP3OKP guarantees that development strategies in Papua are inclusive, grounded in planning, and suitable for the local environment. In order to accelerate development in the Papua region, this strategy demonstrates a cooperative approach that prioritizes responsibility, openness, and sustainability.





Coordination Patterns within BP3OKP

Coordination of the education mission and other development initiatives in Papua is the responsibility of BP3OKP. The central government, adat institutions, civil society organizations, the commercial sector, and local governments (provincial and district/city) are all involved in this cooperation. However, BP3OKP has had challenges within its own ranks and has not made much progress in fulfilling its coordination role. Members of the Papua Cerdas working group and the development acceleration agency reported the following during the interview as one of the challenges to collaboration in this study:

“Because the executive secretary works in the vice president's secretariat office as the deputy three as well. Thus, he serves for the entire Indonesia in addition to his responsibilities as secretary of BP3OKP. This double posture makes it hard for us to find effectiveness. We are unable to accelerate with this bureaucracy. When do we want to be fast? The official in charge of it has two roles and two functions. (AY, Jayapura Province, BP3OKP Member, December 2024) The interview revealed structural and administrative challenges within BP3OKP, particularly regarding the concurrent position of the Executive Secretary, who also serves as Deputy III in the Office of the Vice President's Secretariat (Setwapres). This role dualism creates complexity in coordination and lengthens the bureaucratic chain, which is contrary to the principle of accelerating Papua's development as mandated in Presidential Regulation (Perpres) No. 121 of 2022. Coordination constraints are one obstacle; other obstacles are further conveyed by the Papua Cerdas working group staff. There are misconceptions in terms of budgeting between the Papua Cerdas Working Group and the BP3OKP secretariat. The cooperative attitude tried to be shown by Pokja Papua Cerdas staff indicates that they are just adjusting their work rhythm to the rules of the Ministry of Finance related to budgeting. It was confirmed by one of the secretariat employees that they had carried out budget socialization and proposal preparation for BP3OKP and that this was a standard rule in carrying out work visits.

Coordination Patterns Eksternal BP3OKP

The success of the “Papua Cerdas” mission relies heavily on the involvement of local communities. In the context of setting the vision, it is important to ensure that the vision designed at the central level can be translated well at the local level. Papua Province still prioritizes locally-based decision-making, such as deliberations between traditional and religious leaders. Local leadership plays the role of a communication bridge between national policies and the aspirations of the Papuan people. Departing from this reality, BP3OKP seeks to build harmonization between the goal of Papua Cerdas and cultural-cognitive aspects. BP3OKP approaches local communities through community forums, as stated by the following resource person:

“So first we attend their consensus meetings in any forum. For example, here, the most well-structured is the church meeting, so if, for example, in the district or whatever, there is a church meeting, we ask to schedule a lecture or delivery from BP3OKP in the middle of their programs before they discuss the program. Well, when the discussion is drawing a decision, BP3OKP plays





a role to synchronize their program with the Papua Cerdas program (IC, Papua Cerdas Working Group Staff BP3OKP, December 2024)."

Interviews with the Pokja Papua Cerdas team show that the success of the "Papua Cerdas" mission is highly dependent on the communication of the mission in line with the social and cultural structures of indigenous peoples. The culture-based approach through clans and clans is not just a socialization strategy but a development model based on local participation. This is in accordance with the theory of participatory development communication, which emphasizes that the success of public policies in indigenous communities is largely determined by the involvement of local leaders and the cultural values held by the community (Servaes, 2008).

Indigenous peoples are considered to play a central role in internalizing the Papua Development Acceleration Master Plan because the majority of its targets are the masses of indigenous institutions; by scheduling a working visit of the Papua Cerdas Working Group, it is easier to get input for the implementation of the RAPPP in the future. Local forces other than customary institutions are religious institutions that function as a mobilization tool for BP3OKP to socialize the Papua Cerdas mission. He conveyed it in the interview as follows:

"There are official institutions belonging to the community; for example, if they are in the regions, almost the institutions that exist are religious institutions and then customary institutions. There is a customary council, but it is not as strong as religious institutions. (AY, Member of Jayapura Province BP3OKP, December 2024) "

The results of these interviews highlight the strategic role of religious institutions, particularly churches, in the communication of the Papua Cerdas mission. This approach is in line with the social character of Papuan society, where churches have a central role not only as religious institutions but also as social, cultural, and educational platforms. From these interviews, it can be concluded that the communication strategy of the Papua Cerdas mission through the church is an effective approach in ensuring that education policies in Papua receive support from local communities. The church as an institution trusted by the Papuan community serves as the main channel in socializing and internalizing the vision of education that is inclusive and based on local wisdom.

This research also analyzes the coordination pattern between BP3OKP and the Papua Provincial Education Office. During the research, there were different interpretations in explaining the purpose of "Papua Cerdas". This is based on the following statement from a resource person from the Papua Provincial Education Office:

"No, we have nothing to do with the budget; we are just negotiators; we convey the RAPPP. We direct the cities and districts to allocate the funds to the areas where there are problems, but if they say, I don't want this one, that's a matter for the city and district governments. (YK, Head of Education Quality and Services at the Papua Provincial Education Office, November 2024)"

YK's statement indicates that BP3OKP acts as a facilitator in planning the allocation of Special Autonomy (Otsus) funds in the education sector through the Papua Cerdas Acceleration Action





Plan (RAPPP). However, the implementation of education policies still depends on the decisions of the regional government (district/city), which has autonomy in determining the priority of fund use. In fact, education funds from Otsus for the provincial government are also available, only because the rules have changed; the Provincial Education Office no longer manages SMA/SMK as stated in Government Regulation (PP) Number 106 of 2021 concerning the Authority and Institutions for the Implementation of the Special Autonomy Policy of Papua Province. The small percentage of the budget, also the division with other offices at the provincial level. In addition, the Provincial Education Office denied any indication of corruption committed by its office, but the indication actually occurred in the Regency/City Education Office.

BP3OKP Plays a Role in Synchronizing RAPPP for Indigenous Papuans with the Central Government

In order for the Papua Cerdas mission in the RAPPP to be more effective in meeting the needs of school-age children in Papua Province, BP3OKP must play a more active role in bridging coordination between the central government, regional education offices, and the Papuan community. One of BP3OKP's planning strategies in improving coordination between levels of government is by synchronizing the planning and implementation of educational development with the local strengths of the Papuan community.

Incorporating OAP Life Skills into the learning curriculum

This discussion is a research finding that also becomes a concern for BP3OKP so that the Papua Cerdas program can be accepted by educational institutions and their ranks in Papua Province. As in the previous discussion, educational institutions not only provide formal education in class (general education) but also prioritize the transfer of values and norms needed as provisions for daily life. As conveyed by the following resource person:

"We talk about Papua Cerdas to the tribes; we talk about local content; for example, they have life skills, intelligence in making gardens, protecting their natural environment, and making natural carvings. That's what we talk about with them, while we provide formal education to government institutional teachers to collaborate on the two things. (AY, Member of BP3OKP Jayapura Province, December 2024)"

A similar response was also conveyed by the staff of the Papua Cerdas Working Group that the national curriculum and local conditions in Papua Province do have similarities; the response is as follows:

"Yes, it is almost independent learning. So in the future, schools in Papua will prioritize local wisdom and soft skill development for Papuan students. This is important because our culture is





still strong and can also be an attraction for tourists to visit Papua, and with the help of the Pioneer Foundation, we are sure we can align this plan with the RAPPP mandate in the field of education. (IC, Staff of the BP3OKP Papua Cerdas Working Group, November 2024)”

Strengthening life skills for OAP can train discipline, a sense of responsibility, and a sense of leadership when Papuan students or students are sent to study outside the region or abroad. The information presented above provides enlightenment on the problems of education in Papua Province today. The resource person emphasized the need for an education system that strengthens life skills in the education curriculum in the boarding school program to ensure the success of this second Special Autonomy.

BP3OKP Strives to Increase Regional Government Participation

Education is a bright path to a more prosperous Papua. With targeted education, the Human Development Index (HDI) will increase and have a positive impact on the presence of special autonomy funds. So collaboration with policymakers is important so that educational programs that are present later can be born in a bottom-up manner because they are based on community needs. BP3OKP in 2024 has coordinated with various parties, as conveyed by the following resource persons:

“Well, the last meeting with the central government, we are trying to ensure that teachers can take part in PPG because we already have the data; the names of the teachers will then be submitted to the central government. Recruitment will be opened by the Papua Province BKD and recruit teachers. Furthermore, we will collaborate with Cendrawasih University for the teaching study program. So far, we have only succeeded in pushing for the presence of Permendikbud Ristek No. 44 of 2023, but we still need derivative regulations so that this teacher problem can really be resolved. (IC, Staff of the Papua Cerdas BP3OKP Working Group, December 2024)”

The most important thing about collaboration between stakeholders is how BP3OKP acts as a ‘bridge’ between central government policies and the Papuan community in order to minimize the ineffectiveness that occurred in the first Special Autonomy era. In this regard, the Papua Cerdas Working Group provided the following response:

“While I monitor whether the regional government has been able to align or adjust or work on what is the priority program for each region. Actually, it is the will of the community that we have to adjust because the government is here for the people. Whether it is a ministry or institution, whether it is a regional government, whether it is the center, or whoever it is. We see what the people need. That's why we go to the regions without the government's



knowledge, in order to get information directly from the community. (AR, Staff of the BP3OKP Papua Cerdas Working Group, December 2024)”

Although policies are often top-down, BP3OKP strives to maintain the rhythm of planning at the regional level. This approach reflects the effort to set the vision, which emphasizes the importance of vision alignment, multi-stakeholder participation, and policy synchronization in achieving long-term development goals.

Table 2. Summary of Result

The Coordinating Role of the Steering Committee for the Acceleration of Special Autonomy Development of Papua Province in Planning the Papua Cerdas Mission	
BP3OKP internal coordination pattern	• The dynamics of coordination between internal stakeholders in BP3OKP have resulted in the planning process being hampered. • The function of the secretariat as a provider of the needs of the steering committee is still too focused on the rhythm of central work, so that the BP3OKP perspective is sometimes sidelined.
BP3OKP external coordination pattern	• BP3OKP successfully approached the indigenous community through the clan approach so that there was no rejection of RAPP, but rather they tried to synchronize it with the values of the local community. • Religious institutions use an assertive communication approach by involving religious teachings in the context of everyday life so that the community feels involved in the education process. • RAPP is a grand design of an education pattern that tries to facilitate the needs of OAP, which have long been facilitated by educational foundations from religious institutions.
Synchronization of OAP Life Skills as Curriculum Content	• The development of a contextual curriculum by including OAP life skills can have the potential to make the boarding school program a success if BP3OKP is able to harmonize local wisdom and RAPP. • Boarding schools with the strengthening of SMK can be an alternative source of regional income if, in the future, they are no longer funded by special autonomy.



The Role of BP3OKP in Increasing Regional Government Participation	● Regarding the regulation on teachers, BP3OKP involves local governments and academics to conduct academic studies that will later be forwarded to the president. ● RAPPP is still top-down; therefore, BP3OKP seeks to spark participation from the regional apparatus to provide input on the direction of RAPPP implementation. ● The process of implementing RAPPP in the Papuan community is still in the synchronization stage; therefore, proper planning needs to be prepared carefully.
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DISCUSSION

The implementation of the Result-Based Management (RBM) approach in social development places the Setting the Vision stage as the main foundation in ensuring the success of the program. Based on the UNDP Results-Based Management Handbook (2009), this stage includes the process of formulating expected results, integrating into action plans, strengthening a results-based culture, and developing a monitoring and evaluation system. In the context of implementing the Papua Cerdas mission, the Papua Special Autonomy Development Acceleration Steering Agency (BP3OKP) acts as the main coordinator who ensures the consistency of the direction of national policies with the local needs of the Papuan people. Within the framework of asymmetric decentralization, the establishment of the Papua Special Autonomy Development Acceleration Steering Agency (BP3OKP) is a strategic response by the Indonesian government to the stagnation of development achievements in Papua, especially in the field of education. BP3OKP was formed based on Presidential Regulation of the Republic of Indonesia Number 121 of 2022, which explicitly assigns this agency as the coordinator of planning and controlling the acceleration of development in the Papua Province.

BP3OKP's position in the institutional ecosystem is cross-sectoral and is directly under the coordination of the Vice President of the Republic of Indonesia. This places it in a central role, not only as a technocratic facilitator but also as a liaison between the central government and regional governments in formulating strategic, result-based, and contextual policies, as mandated in the Papua Development Acceleration Master Plan (RIPPP) 2022–2041. Conceptually, BP3OKP's position fills the coordinative gap that has been one of the weak points in the governance of Papua's Special Autonomy, especially in aspects of social development planning such as education. So that the needs of Indigenous Papuans can be accommodated in its three priority programs, namely Open Schools, All-Day Schools, and Boarding Schools. Furthermore, the coordination mapping carried out by BP3OKP will be analyzed using the Setting The Vision scheme described as follows:





Figure 1. Stages of Setting The Vision

Source: UNDP Handbook, 2009

Stakeholder Identification

Bryson (2011) emphasized that effective strategic planning must be based on a deliberative process, namely a participatory process involving various actors. Providing space for the exchange of information, analysis, synthesis, and joint assessment. As an institution that has direct responsibility to the President, BP3OKP (Papua Special Autonomy Development Acceleration Steering Committee) requires a deliberative coordination process in an effort to synchronize the concept of boarding schools with integrated SMK, literacy roadmaps with the concept of all-day schools, and open schools. So it is important to identify stakeholders in the RIPPP implementation planning process.

Table 3. Stakeholder Role Mapping

Stakeholders	Role	Influence
Secretary of BP3OKP	- Assisting in the operationalization and administration of the implementation of the duties of the Papua Steering Committee - Concurrent position of Executive Secretary who also serves as Deputy III at the Office of the Vice President's Secretariat (Setwapres)	- Able to influence BP3OKP planning in terms of field visits through budget provision. - Hinders BP3OKP coordination with the central government so that field findings will take a long time to process.
Education Authorities	- Implementing and synchronizing the concept of integrated vocational schools with the boarding school program - Coordinating with the Papua Cerdas Working Group in synchronizing the Roadmap for the All-Day School and Open School	- Can assist BP3OKP in implementing the Papua Cerdas program if there is coordination and a common view on the RAPPP. - Has the authority to allocate special autonomy

	programs Allocating special autonomy funds in the education sector to the Papua Cerdas program	funds
Yayasan Pelopor	- Providing curriculum for the learning process at school - Becoming a student companion - Providing teaching staff	- Having social and emotional closeness with indigenous communities and religious leaders - Able to provide input in the implementation of the Papua Cerdas program
Kelompok Adat	Becoming a local community for Papuan Indigenous People to gather Facilitating the social needs of Papuans	Providing input related to the concept of the Papua Cerdas program Assisting BP3OKP in socializing the Papua Cerdas program and educating the community about education

In order to maximize the integration of OAP needs with the Papua Cerdas mission, BP3OKP can manage stakeholders in Table 3 to minimize coordination constraints. Coordination in planning according to RBM is very important to ensure that all activities and resources are directed harmoniously to achieve the desired results. Coordination helps to compile and integrate various program components, ensuring that all parties work synergistically and in accordance with the objectives set out in the RBM framework. It also supports more effective and efficient management and facilitates systematic monitoring and reporting of results.

Coordination as a Strategic Foundation in Formulating a Vision

According to Bryson (2011), coordination is considered the main foundation of the success of the strategic planning process in the public sector. Emphasizing that without effective coordination, strategies not only fail to be implemented but also lose their social legitimacy and public value. One important finding from the interview results shows that the initial process of setting the vision through RAPPP (Papua Development Acceleration Action Plan) still faces challenges in coordination between actors. BP3OKP, as a steering body, although it has involved the Papua Cerdas Working Group, has not fully established solid coordination with the Education

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Office, religious foundations, and traditional institutions that have been the main actors in community-based education.

The Papua Cerdas Vision not only concerns educational bureaucratic reform but also touches on the socio-cultural issues of the Papuan people. Therefore, BP3OKP's coordination with traditional institutions, churches, pioneer foundations, and local communities is not a complement, but the substance of the vision itself. Through a cross-cultural coordination approach, BP3OKP presents cultural values as the basis for policy communication, for example, through church or clan forums. This process is in accordance with Bryson (2011), that the legitimacy of a vision in a multicultural context can only be obtained through a communication strategy based on dialogue, not instructions.

The communication strategy carried out by BP3OKP in synchronizing the Papua Cerdas mission through religious and traditional institutions has used a deliberative approach with the presence of BP3OKP in church and traditional community deliberations, indicating that RAPPP is not only carried out top-down but also bottom-up. The role of BP3OKP is considered capable of aligning programs (boarding schools, life skills, all-day schools) with local values and practices so as to strengthen the shared vision through cultural communication, accelerating program acceptability. This is in accordance with Bryson's analysis (2011), that strategic planning will fail if it is not built through a shared vision—a vision that is born from the process of negotiation and cross-sector learning. Coordination is not only about dividing roles but also about building an understanding of the meaning of the vision.

RAPPP's Function as a Strategic Meeting Point

The setting of the vision stage does not stop at the preparation of a vision statement but must be followed by the formulation of a strategic plan that can be operationalized systematically. In this context, the RAPPP (Papua Development Acceleration Action Plan) functions as a binding document for the long-term vision of Papua Cerdas, a synchronization framework between the needs of OAP and central policies and a meeting point between the narrative of social affirmation and formal development planning. RAPPP is important because it contains sectoral priorities, including education, which are a bridge between the public value to be achieved and the real actions needed in the field. BP3OKP coordination in the setting the vision stage for Papua Cerdas faces structural challenges (overlapping authority), cultural (inequality of participation), and operational (minimal data integration).

However, these challenges can be overcome by strengthening the role of the Working Group as a deliberation trigger, information system integration, and the courage to build a joint control mechanism between actors. RAPPP, as a document resulting from multi-party coordination, becomes a bridge between the local needs of OAP and the national policy framework. However, based on field data, many provincial and district education offices stated that they were not involved in the RAPPP formulation process, making it difficult to implement





the program because it is not connected to real problems in the region. This shows that the function of RAPPP as a strategic coordination tool is not optimal. If the vision and strategic documents are not co-owned, the implementation process will face structural resistance, operational gaps, and weakening of policy legitimacy. If done correctly, RAPPP has great potential as a strategic meeting point for OAP affirmation because it integrates local wisdom-based programs (boarding schools, local content curriculum). Becomes the basis for affirmative education budgeting for OAP (SUP scholarships, KPG schools). Unites customary, religious, and state approaches within the framework of Papuan human development. However, the prerequisite is that the BP3OKP coordination mechanism must be participatory, inclusive, and based on local data.

CONCLUSION

The strategic planning process within the framework of the Papua Cerdas mission underlines the importance of inclusive and results-based coordination as the core of the successful implementation of special autonomy in Papua Province. Based on the Setting the Vision approach as explained in the UNDP Handbook (2009), there are three crucial elements that form the basis for analyzing the coordinating role of BP3OKP. First, stakeholder identification is the initial step that underlies the formation of a realistic vision that can be accepted by all actors. BP3OKP has initiated the involvement of various actors such as the Papua Cerdas Working Group, education offices, traditional institutions, religious foundations, and related ministries. However, this involvement still needs to be strengthened with a more deliberative and systematic approach so that all parties have a shared understanding and ownership (co-ownership) of the Papua Cerdas vision.

Second, coordination as a strategic foundation in formulating a vision shows that the vision is not enough to be formulated by central actors but must be born from negotiations of local values and needs. In practice, BP3OKP has carried out a coordinating function across sectors and levels of government, but the results of interviews and field findings show that there is still fragmentation and misconnection between the center and the regions. This emphasizes that coordination should not be procedural but rather must build a dialogue space that connects social reality and formal planning.

Third, the function of RAPPP as a strategic meeting point places the planning document as a bridge between the aspirations of the Papuan Indigenous People (OAP) and the national policy framework. RAPPP has great potential to transform visions into impactful affirmative policies, as long as they are formulated and implemented through a collaborative coordination pattern that is responsive to the local context. In this case, BP3OKP must strengthen coordination mechanisms both vertically (central-regional) and horizontally (across local stakeholders) by prioritizing the principles of participation and social justice. Based on the Setting the Vision framework from UNDP (2009), it can be concluded that the coordination carried out by BP3OKP has not been fully integrated with the principles of results-based development management. Therefore, the transformation of the Papua Cerdas vision will only





be realized if coordination is interpreted as an instrument of institutional change, not just an administrative mechanism.

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