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Model Evaluation of Papua and West Papua Province's Special Autonomous

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Abstract: The special autonomy fund expires in 2021, according to Law Number 21 of 2001 respecting Special Autonomy for the Province of Papua. As a result of this provision, political turmoil occurs. Law Number 2 of 2021 was immediately enacted by the government. There are still major issues that have not been resolved and will recur in the future, such as the lack of a complete and ongoing examination of the use of special autonomy funds. The goal of this research is to develop a unique autonomy evaluation model for Papua and West Papua Province. The CIPP Model (Context, Input, Process, Product) and the Gap Analysis Model were used in this study. The two models are used to assess education, health, infrastructure, and affirmation funding, which are the four key areas of focus for the utilization of special autonomy funds. The CIPP evaluation model can be used to comprehensively evaluate the use of special autonomy funds in two provinces in four areas, according to secondary data analysis and focus groups with stakeholders in the provinces of Papua and West Papua, as well as the cities of Jayapura and Sorong, including government officials, traditional leaders, youth leaders, women's leaders, and members of the Papuan People's Assembly (MRP). In the meanwhile, gap analysis can be used to map problems and solutions for the utilization of special autonomy funding in research sites.

Keywords: model evaluation of special autonomy funds; context; input; process; product; gap analysis

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I. Introduction

Initially, the status of Papua was established as a Special Autonomy area, namely when the issuance of Law Number 21 of 2001 concerning Special Autonomy for the Papua Province. There are many special rights for the Papua Province not owned by other autonomous regions. The existence of cultural representation institutions in Papua causes inconsistencies in policies and government practices in Papua. The Papuan People's Council (MRP) has a substantial share and influence on the running of the government in Papua. In practice, the MRP does not consider the Special Regional Regulation (Perdasus) in exercising its authority.

The factors behind the emergence of the Law on Special Autonomy in Aceh and Papua are a middle way to enforce the Unitary State of the Republic of Indonesia (NKRI). The heated political upheaval, armed conflicts over the years that have resulted in the death toll of both civilians and security forces, as well as substantial moral and material losses, and allegations of human rights violations, must be resolved for the sake of togetherness as a nation (Suharyo, 2018, p. 306).

In general, the three provinces with asymmetric decentralization, namely Aceh Province, Papua Province, and West Papua Province, have poverty levels below the national average. Papua has the highest poverty rate and the lowest Net Enrolment Rate (NER) among other provinces. However, the Junior High School Net Enrolment Rate trend in Papua shows an increase from year to year. Papua's poverty rate has also declined in the last three years (2016–2018). However, it is very gentle (the rate of decrease is minimal) (Budiratna & Qibthiyyah, 2020, p. 407).

The low quality of development in Papua is the main indicator of the issuance of special autonomy regulations for Papua and West Papua Provinces to catch up, especially in the fields of education, health, infrastructure, and the people's economy so that they are in line with other regions in Indonesia. With the potential for abundant natural resources and accompanied by a very low quality of the economy, human resources, and infrastructure, the special autonomy policy is seen as very important for the progress of the development of the Papua Province and West Papua Province (Tamberan & Djanggo, 2019, p. 114).

The birth of Law Number 21 of 2001 concerning special autonomy for Papua which is

the commitment of the government and all Indonesian people to adopt a new perspective in solving various problems that characterize the life of the Papua Province, wherein solving the Papua problem, which originally used a security approach, it became a social welfare approach. Special Autonomy (Otsus) for the province of Papua is basically a special authority that is recognized and granted to the province and the people of Papua to regulate and manage themselves within the framework of the Unitary State of the Republic of Indonesia. Special authority means giving greater responsibility to the province and the Papuan people to administering the government and regulating the use of natural resources in the Papua province for the greatest benefit of the Papuan people as part of the Indonesian people in accordance with statutory regulations (Edyanto et al., 2021, p. 1445). This authority also means the authority to empower the socio-cultural and economic potential of the Papuan people, including providing an adequate role for OAP (Papuan Indigenous People) through representatives of tradition, religion, and women embodied in the Papuan People's Assembly. The implementation of Papua's special autonomy as stipulated in Law Number 21 of 2001, has given a significant role to the local government for the formulation of policies and development programs that favor the people, but in implementation, there are still problems and have not yet achieved the objectives of special autonomy. Because there are still many people who have not felt the success of welfare in education and all areas of development.

The Law on Special Autonomy regulates and provides legal certainty to the OAP (Papuan Indigenous People) to authorize all the needs of their territory, including in terms of fiscal matters. For example, the Papuan People's Assembly (MRP), which represents indigenous Papuans, has the right to submit budget proposals to the Regional People's Representative Assembly (DPRD). These two provinces have received an additional portion of funding in the form of special autonomy funds for 20 years since the passage of the Papua Special Autonomy Law. Furthermore, matters relating to special autonomy funds in Papua Province and West Papua Province are sequentially regulated in Special Regional Regulation (Perdasus) Number 25 of 2013, which was later changed to Special Regional Regulation (Perdasus) Number 13 of 2016 and Governor Regulation Number 4 of 2016 (Fatahillah et al., 2021, p. 349).

Papua Special Autonomy is a new positive spirit in a democracy that is interpreted as one of the main pillars of a democratic building within the framework of the Unitary State of the Republic of Indonesia (NKRI). Nevertheless, the spirit of Papua's Special Autonomy can become a threat, when its implementation is out of control, transcends the boundaries of space and time, and now leads to a very critical and porous realm (Marit & Warami, 2018, p. 41).

Judging from the development of special autonomy to date, it is still not effective. This is because the government does not give life to special autonomy. Indeed, there are legal instruments that have been provided. However, politically, it still doesn't exist. The political meaning in this context is the politics and authority of the Papuan people and the Papuan regional government. So, this goes without anyone guiding. The other issues are simple but vital to their actual implementation. The special autonomy problem arises from the communication side because there are frictions between the central and local governments (Pratomo, 2021, p. 32).

Several studies on special autonomy in the provinces of Papua and West Papua have failed, but on the other hand, previous studies have recommended that special autonomy be extended, given the positive impact it has had. However, it is necessary to consider crucial aspects so that the extension of this special autonomy does not have the desired effect. Sustainability must be carried out with full consideration and wisdom, especially involving the Papuan people (Pratomo, 2021, p. 32).

The implementation of Special Autonomy since 2002 has provided many macro benefits. However, the implementation of Special Autonomy has not been optimal in increasing the welfare of OAP (Papuan Indigenous People) in the provinces of Papua and West Papua. Several substantial problems have not materialized, such as the low quality of human resources for OAP (Papuan Indigenous People), poverty, social inequality, and isolation. The impact of the implementation of Special Autonomy in the Finance of the Regional Revenue and Expenditure Budget is a significant increase in the amount of revenue as a source of funding to finance regional development programs. However, the use of special autonomy funds still has weaknesses, namely 1) funding allocations are not focused according to the mandate of the Special Autonomy Law, namely priority financing for the education sector at a

minimum of 30 percent and funding for health and nutrition improvement by 15 percent. 2) the achievement of general objectives are blurred (biased and does not solve fundamental problems), 3) the disbursement of special autonomy funds is never on schedule, 4) the distribution of special autonomy funds to regencies/cities is divided equally, not proportionally to regional needs on a priority scale, 5) evaluation and supervision of the implementation of special autonomy is weak in terms of regulation and governance (Lembang & Ririhena, 2019, p. 22).

Special autonomy funds, according to Law Number 12 of 2018 concerning the 2019 State Revenue and Expenditure Budget, are funds sourced from the State Revenue and Expenditure Budget (APBN) to finance the implementation of special autonomy for a region that has been stipulated by law as a special region (Budiratna & Qibthiyah, 2020, p. 409). Special autonomy funds are intended to fulfil the basic needs of priority sectors, namely education, health, housing, operational assistance for traditional figures, and religious forums, to realize prosperity and improvement of human resources. The primary and most important strategic step for Papuan human development. Because of the quality of human resources, they will be able to increase their capacity to access all aspects of a better life for a more prosperous life, including managing natural resources (Lembang & Ririhena, 2019, p. 16).

The spirit of special autonomy is not in line with the conditions that are still and are happening in Papua today, namely the hope that the ideal situation dreamed of by the government of the Republic of Indonesia is still far from reality. The Papuan people in general are still in a situation of worry, fear, and uncertainty. They are not only worried that their natural wealth is being robbed and not benefiting their welfare improvement, but more worrying about what is closest to them: houses being burned; gardens being destroyed; even their husbands, brothers, fathers, children, and their own lives can be lost at any time. Meanwhile, the government is more busy enriching itself. Police officers and soldiers do not become protectors, but instead, become a source of threat. The Unitary State of the Republic of Indonesia or separatism has become a frightening stigma or attribute and is no longer an institution that promises security and prosperity (Marit & Warami, 2018, p. 42). The discourse of Papua Land of Peace is a form of social practice related

to dialectics and social dimensions in the life of the Papuan people today. This discourse not only contributes to the formation of identity and the re-establishment of the social structure of the people living in Papua. The discourse of Papua Land of Peace contributes to the creation and reproduction of unequal power relations between social groups, namely between social classes, women and men, minority and ethnic majority groups, and Papuans and migrants (the archipelago).

The implementation of special autonomy in Papua and West Papua to date, which has implications for the development of the Papuan people, has not been able to reduce inequality and has not been able to provide an impact on horizontal and vertical redistribution while its natural potential has long been and is still being exploited but not for the welfare of the Papuan people. This reduces the Papuan people's trust in the government and encourages the escalation of the separatist movement as well as the increasing flow of anti-government political movements (Lopulalan, 2018, p. 39).

The following facts also show the failure to use the special autonomy fund in the provinces of Papua and West Papua. The implementation of the special autonomy policy in the education sector in general in Papua experienced several problems including inadequate teacher availability, minimum educational infrastructure and facilities, uneven distribution of education centers, and the lack of textbooks (Edyanto et al., 2021, p. 1446). The government's efforts to grant Special Autonomy status to Papua are considered only as a way to reduce the conflict in Papua. The implementation of the Special Autonomy Law for the Papua Province seems only to prevent separatism and a referendum by the Papuan people (Ayunda, 2021, p. 392).

Good governance in the principle of participation in Papua has not been implemented properly because of the existence of considerable power as a cultural representation which in fact has not fully represented the Papuan people so many rights and voices of the Papuan people have not been implemented. In terms of transparency, transparency regarding the special allocation funds is still highly questionable because the impact of these large funds has not yet been felt by the Papuan people and it is not clear where the funds are going. The government's accountability or responsibility to the people in Papua is still very minimal because in dealing with health problems in Papua, in fact, there are still many Papuan

people who experience malnutrition. Regarding coordination, it has been carried out well between the government and the private sector which in this case is a company, but not yet fully with people (Ayunda, 2021, p. 399).

Most OAP (Papuan Indigenous People) have not seen much progress in the quality of living standards, especially those who live in villages (Lembang & Ririhena, 2019, p. 17). The living conditions of the OAP (Papuan Indigenous People) are still largely lagging in terms of the level and quality of education, quality of health, quality of housing, and quality of livelihoods in supporting their economy. OAP (Papuan Indigenous People) are increasingly marginalized from accelerated development. Indigenous people who live on the outskirts of urban areas and villages are still largely dependent on nature and live very simply, while in urban areas, they make a living from just earning a fortune as unskilled laborers, construction workers, loading and unloading porters, parking attendants, odd jobs, even as scavengers and some are unemployed so that substantially it has not resolved the basic problem, namely the quality of human resources for OAP (Papuan Indigenous People). The implementation of special autonomy has not been able to run optimally. Whereas the allocation for priority financing for the education sector has been set at 30 percent, while the financing for health and nutrition improvement is 15 percent. Special autonomy funds for social development and acceleration of infrastructure development. The four priority areas of development in special autonomy are health, education, infrastructure, and the people's economy (Lembang & Ririhena, 2019, p. 18).

The amount of funds disbursed by the Central Government to Papua above is one of the Government's efforts to provide equitable development. However, still, the problem of poverty in Papua has not been able to be adequately handled (Nurmasari & Al Hafis, 2019, p. 1187). Papua Province is a province where there are still many people who are less prosperous or whose economic development is still weak, where Papua Province itself has not been able to compete with other provinces so the Central Government provides special autonomy funds for Papua Province in order to compete with other provinces, but the reality is different, the province Papua itself is still unable to process these funds properly because there is still abuse in the budget, besides that the Papuan people do not use their own natural resources or the lack of adequate

technology or infrastructure in Papua Province, besides that Papua Province is the richest province in Indonesia with an area of three times the area of Java, plus a small population and there are still many plantation forests or regional potentials that have not been explored (Anwar et al., 2018, p. 4).

In West Papua, there have been many disputes over the division of regions, both those concerning the boundaries of the land of the newly divided territories. The issue of the unity of ethnic groups in the area to the fanaticism of the rights of traditional leaders is often used to influence indigenous peoples who are unfamiliar with the political system. Defending the rights of the people is also often used as a political jargon by political parties and contestants for the regional head election, which only becomes the buzzing sound of empty barrels. All these things place indigenous peoples who fight for their identity as the targets of elite interests (Lopulalan, 2018, p. 40).

Previous research recommended the need for an evaluation of each stage of development implementation both in terms of the quality of expenditures (such as the ratio of goods, services, and capital expenditures), administration (quality of service), and institutions (such as cases of alleged corruption). Where the results of this evaluation can then be used as a reference for continuing and applying special autonomy policies in Papua and other parts of Indonesia (Fatahillah et al., 2021, pp. 355–356). Some recommendations are also listed in the research of Nurmasari & Al Hafis (2019, p. 1190), as follows: The central government needs to carry out a tight control mechanism on the use of the budget in Papua, not only transferring with an increase every year but weak supervision. For this reason, we encourage law enforcement officials, from the Police, the Prosecutor's Office, to the Corruption Eradication Commission (KPK) to investigate the use of the budget in Papua. Moreover, law enforcement officials have recently made no sound efforts, especially the Corruption Eradication Commission (KPK), to uncover corrupt practices in Papua. The massive corruption eradication in Papua, so that the existing budget will be used fully for the welfare of the people. In the end, poverty and other problems that arise will slowly be overcome. It takes political will from both the central and regional governments to maximize the use of natural resources for the welfare of the Papuan people.

From the results of the research mapping relevant to special autonomy in Papua and West Papua, it can be concluded that the granting of special autonomy funds in the two provinces has not had a positive impact on the people there, especially for OAP (Papuan Indigenous People).

The management of the special autonomy fund has not had a significant impact on improving the democratic and harmonious governance structure through vertical (central-regional) and horizontal (regional/local) relationships and improving the welfare of local people (Aziz et al., 2018). The implementation of special autonomy in West Papua is different from what is described in the autonomy as stated in the law. In fact, so far, the central government's assistance, guidance, and supervision have not been seen (Rochendi S. & Saleh, 2017, pp. 1909–1910). Meanwhile, the evaluation of special autonomy has not been discussed much, either from a normative or scientific approach. In fact, considering the large budget that has been disbursed, while the people have not significantly felt the impact, it is appropriate for the government to evaluate special autonomy as feedback on whether the granting of special autonomy funds is continued in a different format, or continued with the same format as the current one, or even dismissed. Recommendations will be more beneficial because they are based on the results of a comprehensive study. Therefore, this paper will offer a model for evaluating special autonomy in the provinces of Papua and West Papua, which can then be used to evaluate special autonomy as soon as possible, given the increasingly limited time.

II. Methods

Papua and West Papua are obtained through a gap analysis by comparing current conditions with expected conditions according to nationally applicable standards. The legal aspect that is seen is, of course, Law Number 21 of 2001 concerning Special Autonomy and Law Number 35 of 2008 concerning Stipulation of Government Regulations in Lieu of Law Number 1 of 2008 concerning Amendments to Law Number 21 of 2001 concerning Special Autonomy for Provinces Papua Becomes Law. Other legal aspects that are more technical in regulating special autonomy funds are the special regional regulation Number 13 of 2016 and the Governor of West Papua Province Regulation Number 53 of 2018. The autonomy evaluation model, which is the output of

this study after being tested in a Focus Group Discussion (FGD), will then be offered to the central government as well as the Provincial Governments of Papua and West Papua to be used as a tool to evaluate special autonomy funds in the two provinces. The evaluation results will recommend whether this special autonomy fund is continued or discontinued. Even if it is continued, it will require adjustments to the policy format to make it more effective. The complete framework of thought can be seen in Figure 1.

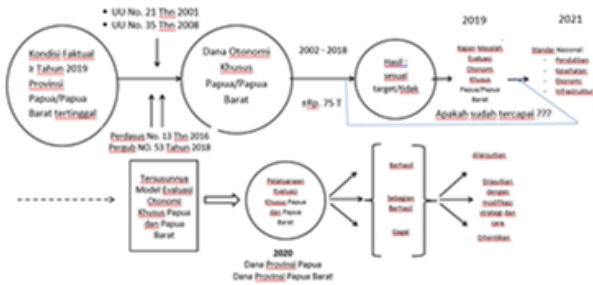


Figure 1. Thinking Framework for Developing a Special Autonomy Evaluation Model

This study uses a constructivist approach with an emphasis on qualitative descriptive. Based on the research framework as stated above, there are two models offered to evaluate the Special Autonomy of Papua and West Papua, namely:

1. CIPP Evaluation Model (Context, Input, Process, Product) (Stufflebeam & Coryn, 2014, p. 309);
2. Gap Analysis Model (Mineraud et al., 2016, p. 5).

The CIPP model has been widely used to evaluate various programs, including: education (Gandomkar, 2018, p. 94; Hasan et al., 2015, p. 847; Kurnia et al., 2017; Lippe & Carter, 2018); health (Divayana, 2015, p. 444); community empowerment (Sartika, 2017, pp. 12–13); and regional development (Ishak & Che' Rus, 2019).

The CIPP evaluation model is a comprehensive framework for conducting formative and summative evaluations of programs, projects, personnel, products, organizations, policies, and evaluation systems. This model provides direction for assessing the context (in terms of the company's need for correction or improvement); inputs (strategy, operational plans, resources, and agreements to proceed with required interventions); process (implementation and intervention costs); and products (positive and negative results of efforts). The CIPP model can be described as in Figure 2.

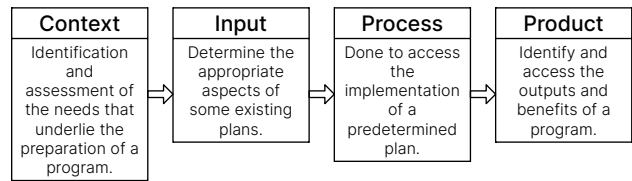


Figure 2. CIPP Model (Context, Input, Process, Product)

In addition to the CIPP model, a gap analysis model is also used, defined as: "Techniques used by businesses to determine what steps need to be taken to move from current conditions to desired conditions in the future." Gap analysis can be done through three steps. First, identify the current situation's characteristic factors, which are called the existing condition or "as is". Second, identify the factors needed to achieve the expected future goals, which is referred to as "what should be." Third, the gaps that exist and need to be filled and underlined are then analyzed using a 5W analysis approach (What, Why, When, Where, and Who).

A more complete gap analysis step consists of Category; Current Status; Expectations; Gaps; Problems; and Recommendations (Mineraud et al., 2016, p. 5). Gap analysis is very useful for formulating strategies or policies that organizations must carry out after knowing the gap between expectations and reality.

The instruments used to collect and analyze data according to the CIPP model are as in Table 1.

Table 1. Research Instruments Using the CIPP Model

Field	Dimension	Indicator
1. Education 2. Health 3. Infrastructure 4. Affirmation Fund	Context	Policy
		Mission and Goals
	Input	Readiness of Regional Apparatus Organizations (OPD)
		Target Achievement
Process	Input	SOP/SPM/Ratio
		Human Resources
		Budget
		Facilities and infrastructure
Product	Process	Planning
		Organizing
		Briefing
		Supervision
Product	Product	Positive Results
		Negative Result
		Positive impact
		Negative impact

Meanwhile, the instruments used to perform the gap analysis are described in [Table 2](#).

Table 2. Research Instruments Using Gap Analysis

Field	Reality	Hope	Gap	Solution
Education. Health. Infrastructure. Affirmation Fund.				

The fields of education, health, infrastructure, and affirmation funds were chosen because these fields are explicitly stated in Law Number 21 of 2001 and are visible in the annual budget allocation.

The research design used is descriptive qualitative with a constructivist approach. The reason is because of the complexity of views and understanding of the use of special autonomy funds in the provinces of Papua and West Papua, so it is required to look for a broader meaning rather than narrowing the purpose into categories and ideas.

To collect data to support the analysis, two techniques were used, namely: literature study through documentation and secondary data relating to the implementation of special autonomy in the provinces of Papua and West Papua, as well as Focus Group Discussions (FGD) in the Provincial Governments of Papua and West Papua and the Governments of Sorong Regency and Jayapura City, the FGD was attended by all Regional Apparatus Organizations (OPD), Regional People's Representative Assembly (DPRD), Papuan People's Assembly (MRP) in Papua and West Papua Provinces, and the Inspectorate.

Furthermore, the data from the FGD were analyzed using the following stages: (1) data condensation, (2) data display, and (3) conclusion drawing/verification ([Miles et al., 2014, p. 31](#)). Data condensation is in the form of sharpening, classifying, directing, and organizing data so that conclusions can be drawn and verified. At the same time, the presentation of the data produces a collection of structured information so that it can provide the possibility of drawing conclusions or taking action.

III. Results and Discussion

A. CIPP Evaluation Model and Gap Analysis in Education

The evaluation model using CIPP and Gap Analysis in Education includes Early childhood education

(PAUD), Elementary and Junior High School Education, Secondary Education, and Higher Education. Based on secondary data analysis and cross-checking through FGDs with stakeholders, the dimensions, indicators, and sub-indicators at each level of education were obtained.

To evaluate Early childhood education (PAUD) with the CIPP model, there are 16 indicators which are further broken down into 55 sub-indicators. In the context dimension, four indicators are measured: policy, mission and goals, readiness of Regional Apparatus organizations' (OPD) readiness, and target achievement, with each sub-indicator. In the Input dimension, four indicators are measured: SOP (Standard Operation Procedures), Human Resources in quantity and quality, Budget, and Facilities and Infrastructure. In the Process dimension, there are four indicators, namely planning, organizing, implementing, and supervising. While in the Product dimension, there are four indicators: positive results, negative results, positive impacts, and negative impacts. The details are based on adequate secondary data available in the complete research report.

In the research area, primary and junior secondary education is one of the most important areas to improve because it lags behind other provinces in Indonesia. For Elementary or Junior High School Education, the evaluation model using CIPP is similar to Early childhood education (PAUD) and Kindergarten, with four dimensions covering 16 indicators, broken down into 53 sub-indicators.

The evaluation of secondary education in the provinces of Papua and West Papua in special autonomy funds using the CIPP model includes four dimensions that are translated into 15 indicators and broken down into 53 sub-indicators.

The evaluation of higher education in the provinces of Papua and West Papua in the context of special autonomy funds using the CIPP model includes four dimensions detailed into 15 indicators and further elaborated into 62 sub-indicators. Higher education is not accompanied by a gap analysis because local governments (provincial and regency/city) do not have data. Management of higher education is the authority of the central government. There appears to be a discontinuity of information regarding higher education data.

To overcome such discontinuity in information, it is necessary to make a policy regarding the

Table 3. CIPP Model for Secondary Education

DIMENSION	INDICATOR	SUBINDICATOR
Context	1. General Secondary Education Policy	Expansion of access Quality Improvement Upgrading the program Synergy Strengthening Strengthening Governance
	2. Mission and Goals	Mission Objective
	3. Readiness of Regional Apparatus Organizations (OPD)	Provincial Education Office Secondary Education Basic Data Provincial government
Input	1. SOP/SPM	Content Standard Graduate competence standard Education Process Standard Facilities & Infrastructure Standard Management Standard Financing Standard Rating Standard Standards of Educators and Education Personnel
	2. Human Resources	Headmaster Teacher Administration staff Librarian Laboratory Worker
	3. Budget	Affirmation Fund Special Autonomy Fund
	4. Facilities & Infrastructure	Classroom Teacher's room Principal's office Library room Laboratory Sports field School Health Unit Room Counselling Guidance Room Canteen Toilet
Process	1. Planning	Semester Plan Annual Plan
	2. Budgeting	Structure Personnel Job description
	3. Implementation	Learning process Learning Assessment Final Exam Promoted to next grade
	4. Supervision	School Visit Supervisor Visit
Product	1. Positive Results	Graduated
	2. Negative Results	Not graduate Repeat class
	3. Positive Impact	Continue study Working
	4. Negative Impact	Drop Out

obligation to provide data and information on the activities of a higher education institution in one area to the local government concerned as policy material. One of the triggers of social conflict in

Papua and West Papua provinces is often caused by competition in seizing opportunities to fill job vacancies. The law on special autonomy does not require private companies doing business in the provinces of Papua and West Papua to prioritize graduates from OAP (Papuan Indigenous People) because this is not in line with sound business principles. However, to maintain social, economic, and political conduciveness in the two provinces, each company can take affirmative policies.

As an example of the analysis of the preparation of the evaluation model with CIPP and Gap Analysis, herewith, the model only for secondary education is presented in [Table 3](#).

A complete explanation of the gap analysis can be seen in [Table 4](#).

Table 4. Analysis of the Middle School Education Gap in West Papua Province

Reality	Hope	Gap	Solution
Facilities and Infrastructure: The number of schools in 13 regencies/cities is 300 junior high schools, while the number of junior high school age students has increased a lot.	School buildings, infrastructure, and school facilities are adequate for educational eligibility standards.	The limited availability of school buildings and infrastructure in several villages spread across Papua.	Catch up to build Junior High School in every existing sub-district. There is a need for a Community Learning Activity Center (PKBM) for school-age children who are not accommodated in formal schools.
Human Resources: The number of students in 13 regencies/cities is 45,140 people. The number of teachers is 3,578 people. The ratio of the number of students and teachers is 12.62.	All junior high school-age students can attend education. Teachers are sufficient and the distribution is even.	The lack of educators has resulted in quite a few Papuan children not being able to get an education.	Fulfillment of teachers who are spread evenly in every existing school.
Learning process: The learning process is constrained by the lack of students, school buildings, and educators who have standard competencies.	The curriculum needs to be standardized. Mastery of hard skills and soft skills learning methods is given in accordance with the demands of the times.	The concept of the learning process in Junior High School has not yet been implemented in accordance with the applicable curriculum adequately.	There needs to be a boarding school so that the learning process is better monitored.
Graduate of: Many students are still illiterate, adding to the length of time they study.	Junior High School graduates can continue their education to a higher level.	The quality of junior high school education is still low.	Need a thorough improvement of junior high school education.

From the gap analysis above, it can be seen that there are still many gaps in the education sector that must be addressed. Even though the special autonomy funds for education are quite a lot, they are just not labeled, so the results are mixed with other funds in the education field.

B. CIPP Evaluation Model and Health Gap Analysis

The people's health level in Papua and West Papua is also very low. There are six programs evaluated through CIPP and gap analysis: basic health service programs, referral health service programs, disease prevention and eradication programs, people nutrition improvement programs, environmental health development programs, and health service programs in disaster situations.

Evaluation of health care programs based on the standard CIPP evaluation model has four dimensions divided into 16 indicators and further detailed into 44 sub-indicators. In health, there are still sensitive issues, namely the issue of OAP (Papuan Indigenous People) and Non-OAP. In education, there are also issues but not as sharp as in the health sector. The reason is that the available health facilities are not balanced with the people's needs, so there is often a long wait in providing services. In such circumstances, the issue of OAP (Papuan Indigenous People) and Non-OAP arises.

According to the provisions of Article 1 letter t of Law Number 21 of 2001 that what is meant by OAP (Papuan Indigenous People) are people who come from the Melanesian racial group consisting of indigenous tribes in the Papua province and/or people who are accepted and recognized as indigenous Papuans by traditional Papuan community. During the FGD, there was quite a loud debate among the participants regarding defining an OAP (Papuan Indigenous People). From the discussion in the FGD, four categories of OAP (Papuan Indigenous People) emerged, namely: 1) those whose father and mother are Melanesian and come from ethnic groups in Papua and their descendants; 2) those whose fathers are Melanesian and come from tribes in Papua but whose mothers are not Melanesian and their descendants; 3) those whose mothers are Melanesian and come from ethnic groups in Papua but whose fathers are not Melanesian and their descendants; 4) Those who are traditionally recognized through traditional processions as OAP (Papuan Indigenous People).

It is recommended that local governments make policies to prioritize educational facilities and health facilities built and financed from special autonomy funds for OAP (Papuan Indigenous People) category 1. So far, educational and health facilities financed through special autonomy funds have never been given a special

label, so people don't know it. The facility is then used by anyone as long as they are residents or Papuans. Because the issue is strategic and sensitive, it needs to be discussed in a special forum involving a wider range of stakeholders, including local government officials, the Regional People's Representative Assembly (DPRD), community leaders, and central government representatives.

The evaluation model of this referral health service program includes four dimensions which are further elaborated into 16 indicators broken down into 51 sub-indicators. This program has not included telemedicine services due to the communication and information technology revolution. Most Papua and West Papua areas are still not covered by the internet network (blank spot area), and some have not even received electricity.

Other programs that need to be evaluated are disease prevention and eradication. Six diseases need attention, namely HIV, AIDS, tuberculosis, malaria, leprosy, and yaws. The causes include a permissive lifestyle, an unclean living environment, and low awareness of physically and socially healthy living.

Another critical and sensitive issue that arises is the lack of doctors and health workers from OAP (Papuan Indigenous People), so it is necessary to evaluate the cause to find a solution. Through the special autonomy fund, there should be a special program for developing health workers, both doctors, and paramedics, who come from OAP (Papuan Indigenous People) to show the benefits of these funds directly.

One of the fundamental problems in Papua and West Papua provinces is the need to improve people's nutrition caused by diet and food quality, especially for people in remote areas whose livelihoods are mostly hunting (hunting society or Society 1.0). The improvement program includes nutrition for infants and toddlers, pregnant women, efforts to reduce stunting prevalence, and programs for school-age children, adolescents, and young adults. This program evaluation includes four dimensions translated into 16 indicators broken down into 52 sub-indicators. The evaluation of the environmental health development program consists of four dimensions according to the standard, which is broken down into 16 indicators and 42 sub-indicators.

The sixth program evaluated through the CIPP model is health services in disaster situations. Of

the four dimensions, CIPP describes 12 indicators broken down into 27 sub-indicators. This type of health service is included in the program because of its special characteristics. It requires immediate treatment, especially since Papua and West Papua areas are vast with limited road, telephone, and internet infrastructure.

C. CIPP Evaluation Model and Infrastructure Gap Analysis

The basic infrastructure needed by the community includes a source of lighting or electricity and a source of clean water. Electricity is one of the important infrastructures needed to encourage economic development. Clean water that is suitable for use is one of the rights that the people should receive.

There are three types of infrastructure sectors whose gap analysis was carried out, but the CIPP model was not analyzed because most of the policies were in the hands of the central government. The three are: a. Access to Adequate Drinking Water and Access to Proper Sanitation, b. Electricity Access; c. Provincial Steady Road.

Quality (decent) drinking water is protected, including tap water, public taps, public hydrants, water terminals, rainwater reservoirs (PAH), protected springs and wells, and drilled wells or pumping wells.

Based on access to safe drinking water for eight years (2010–2017), Papua Province is ranked 32 or number three from the bottom, while West Papua Province is ranked 14th among 34 provinces in Indonesia (KOMPAK, 2019, p. 4). Even compared to the national average, the value of access to safe drinking water in West Papua is not much different. This means, from access to safe drinking water in West Papua Province, there is no high gap, it just needs to be improved continuously until it reaches all corners and can increase the ranking nationally. Judging from the source of raw water, it is clear that it is very abundant because there are still many forests and big rivers, but the scattered places of residence of the people make it difficult for distribution. In addition, some people are not used to using tap water because they have been using the water around them for generations without having to pay, even though the water may not meet drinking water standards.

In modern life, electricity is one of the main needs that should be fulfilled. If we look at the electricity customer data from PLN alone, West Papua Province occupies the 31st position out of

34 provinces, an increase compared to the previous position, although not significant. The bottom three positions in a row are West Sulawesi Province, East Nusa Tenggara and Papua Province. The big question is why Papua Province, as the parent province which has existed for longer than West Papua Province, has always been left behind in various infrastructure facilities. In 2017, the electrification rate in Papua Province only reached 55.81%, whereas it has reached 98.14% at the national level.

In the era of the industrial revolution 4.0, where one of the eight characteristics is the "internet of things" or IoT, it is clear that electricity is needed that is widespread and even (Schwab, 2016, p. 35). Without electricity, people can't access the internet network, making them even more left behind.

At the time Law Number 21 of 2001 was drafted, there was no concept of the industrial revolution 4.0, so the internet network was not included in the important infrastructure for development in the provinces of Papua and West Papua. However, this policy is also not included in Law Number 2 of 2021 which has amended Law Number 21 of 2001. Currently, various national policies have gone all-digital, for example, the acceptance of new ASNs, health data contained in the care-protect application, and so on that require an internet network. Without affirmative policies that favor those who are left behind, they will be left behind even more.

In Indonesia, the management of electricity is still monopolized by PLN as a state-owned company that is not yet open (Tbk), so that all shares and strategic policies are in the hands of the government, which is carried out by the Minister of BUMN and then followed up by the directors of PLN. To accelerate the electrification rate in Papua, especially the Papua Province, it is necessary to implement a policy that favors both by being financed from the special autonomy fund and from PLN's CSR.

Given that the provinces of Papua and West Papua are very large and most of the population is scattered, it is certainly not profitable if the electrification program, such as in Java, in the form of a large power plant, is then connected to the transmission network. Electrification in some areas of Papua should be done with small but cheap local resources such as from small rivers for hydroelectric power (as in Japan), PLTS (solar power plants), or small scale PLTB (wind power plants), and the like. Experts at PLN certainly

know more about this. In this modern era, without electricity it is impossible to progress.

Even in the era of the Industrial Revolution 4.0, the electricity network can utilize the internet of things as the backbone in implementing the smart grid. The use of the Internet of Things (IoT) in the power system network results from the development of information and communication technology. The implementation of information and communication technology in the electricity network is still very limited, even in some places it doesn't exist. So, the level of automation is relatively low. This has an impact on the weakness of information governance in the electricity network, especially the transmission and distribution network which simultaneously also impacts the decline in service to consumers (Hidayatullah & Juliando, 2017, p. 40).

Based on the existing condition of basic infrastructure in West Papua Province as well as comparisons with other provinces, Table 5 of gap analysis for the infrastructure sector is compiled with an example of the electricity sector.

Table 5. Lighting Aspect (Electricity) Gap Analysis

Reality	Expectation	Gap	Solution
PLN still dominates lighting resources	Lighting resources do not depend on PLN	<ul style="list-style-type: none"> - Initiatives to develop other lighting resources are still lacking - Understanding of alternative lighting resources is still lacking 	<ul style="list-style-type: none"> - Cooperating with the private sector or the community to develop alternative sources of lighting - Outreach to the public about the importance of other lighting resources outside PLN
Lighting is still concentrated in urban areas, it still does not reach remote rural areas evenly	All corners of the rural areas can get sufficient lighting	The rural areas are not yet a priority in lighting	<ul style="list-style-type: none"> - Mapping unlit villages - Make a schedule to build lighting installations according to priority

The factual conditions that encourage the need for affirmative action in Papua and West Papua as stated (Sullivan, 2003, p. 7) in Affirmative Steps and Special Autonomy for Papua are as follows:

1. 75% of Papuan Indigenous People (OAP) do not have access to good education and the average school year achieved is 5.5 years;
2. 50% of OAP have never received formal education or graduated from primary school;
3. Only 22% of OAP have graduated from primary school;
4. Only 10% of OAP passed High School;
5. Only 2% of OAP graduated from college/ university;
6. Only 35% percent of the second echelon of civil servants in the Papua Regional Government held by OAP and only 26% in the third echelon.

In the business sector, it is noted that the involvement of OAP (Papuan Indigenous People) is very low. This causes social jealousy and negative feelings. Empowerment of OAPs that enable them to actively participate in the business sector is an important focus. The goal is to create a middle class consisting of 20% of OAP (Papuan Indigenous People) who can be categorized as relatively young, have a good work ethic, have an entrepreneurial spirit, are honest, and creative and innovative. One approach is in the form of special treatment for OAP (Papuan Indigenous People) so as to enable them, in the shortest possible time, to develop their individual capacities optimally so that they can compete with other groups.

The absence of an official report explaining the use of the Affirmation Fund of 10 percent of the district/municipal special autonomy funds in

Table 6. Gap Analysis of Special Autonomy Fund for Affirmation Assistance Financing

Reality	Expectation	Gap (Problem)	Solution
Expenditures for grants for the development of religious institutions are not yet clear on the allocation and targets The allocation for grant expenditures for education-providing foundations is unclear, even though the school target is already in place	Affirmation assistance reaches 10% of the total district/ municipality special autonomy fund The target school is up to 100%	There is no detailed allocation regulation yet; Depends on the Regent's policy in each district so that achievement is difficult to measure	Making more detailed regulations on the allocation of affirmation assistance; Periodically report the affirmation assistance that has been given; Mapping the target schools that will be assisted from the beginning and updated periodically as well.

D. CIPP Evaluation Model and Affirmation Fund Gap Analysis

The CIPP Evaluation Model and Affirmation Fund Gap Analysis include two programs, namely: 1) the Grant Program for the Guidance of Religious Institutions; and 2) Education Provider Foundation Grant Program, with the following explanations:

Affirmative action is a policy taken so that certain groups (gender or profession) get equal opportunities with other groups in the same field.

West Papua Province for target groups of religious institutions, Papuan Indigenous People Institutions and Women's Groups, makes it difficult to measure the level of achievement of the use of these funds. It is necessary to develop an instrument for measuring the use of the affirmation fund to evaluate the implementation of the program of activities financed from the affirmation financing of the Papua special autonomy fund, both at the provincial level and also in the regencies/cities in the provinces of Papua and West Papua.

The mandate of Law 21 of 2001 is embodied in the Secondary Education Affirmation Program (ADEM) for Papua and West Papua. Based on the definition made by the Implementing Unit for the Acceleration of Papua and West Papua, Affirmative Action is a policy taken with the aim that certain groups (gender or profession) have equal opportunities with other groups in the same field. This is aimed at siding with the Papuan Indigenous People. This affirmation program aims to reduce the gap between Java and Papua. This program also aims to prevent education affirmation students from experiencing a culture shock when they are in high school or studying at state universities in Java (Widayanti & Jumintono, 2022, p. 292).

The Affirmation Program should be able to improve socialization skills so as to encourage learning motivation in Java to increase and the hope of increasing academic and non-academic achievements which can be seen in increasing cognitive, psychomotor and affective abilities. Likewise, this affirmation program is able to optimize their non-academic potential in the fields of sports and arts which are the strengths of Papuan students. The hope is that when they graduate, they have the same competence and even more with the competencies possessed by students in Java and Bali. This secondary education affirmation program will continue to the Higher Education Affirmation Program (ADIK), of all secondary education affirmation students who have graduated from high school or vocational school they continue to the Higher Education Affirmation Program or ADIK, it is hoped that those who have passed the ADIK program selection are able to adapt to the learning environment in higher education and have at least the same competence as other students, especially in Java and in general in Indonesia. This program is carried out to educate ADEM program participants so that they are not only intelligent generations but also generations with character who have an important

role in realizing nationalism with a sense of love for the homeland and respect for the nation and state. It is hoped that the Affirmation of Education program will be able to improve the quality of human resources who will later return to Papua and West Papua to develop their regions (Widayanti & Jumintono, 2022, pp. 299–300).

Through the Special Autonomy Fund, the Provincial Governments of Papua and West Papua seek to accelerate the development of highly competitive human resources by providing scholarships for OAP (Papuan Indigenous People). With the hope that Papuan human resources can be more advanced and managed by young Papuan people who excel with high quality and competitiveness. This can be seen from sending Papuan and West Papuan students both domestically and abroad with scholarship programs. Currently there are more than 10 thousand Papuan students from both Papua and West Papua continuing their education at State Universities in the country and abroad, by choosing their own universities and majors excelled by Papuan students, which are financed by the affirmative party in collaboration with 53 state universities throughout Indonesia. Papuan students revealed that the existence of this special autonomy was very beneficial for those whose parents were less fortunate. Because the existence of special autonomy really helps them in their living expenses and the tuition of Papuan students. Papuan students no longer think about tuition fees because special Autonomy funds have fulfilled them (Bagubau & Patrikha, 2022, p. 1451).

E. Sustainability of the Special Autonomy Program for Papua and West Papua

From various studies on special autonomy funds in the provinces of Papua and West Papua, several recommendations were obtained for the sustainability of the special autonomy funds. Even though it only contributes 8-11 percent to the government's aggregate spending in Papua and West Papua, it is necessary to avoid discontinuing the granting of the Special Autonomy Fund after 2021 without proper preparation. The termination of the Special Autonomy Fund in 2022 has the potential to have a serious impact on the economy of Papua and West Papua given the high role of government consumption in shaping the economy. However, the extension of the granting of the Special Autonomy Fund after 2021 is expected to be a transition period towards the permanent termination of the Special Autonomy Fund given the limited fiscal resources of the

central government in the coming years. In addition, an adequate transition period is also aimed at improving the management of public finances in Papua and the existing socio-political order towards increasing the welfare of OAP (Papuan Indigenous People) and raising funds independently (Pattinasarany et al., 2021, pp. 22–23).

The aspect of integration and improvement in governance is President Joko Widodo's main focus for the new design of the Special Autonomy Fund. President Joko Widodo conveyed several points regarding the extension of the Special Autonomy Fund, two of which are: (i) the Special Autonomy Fund does not stand alone, but must be combined with other instruments used by the central government from the APBN to accelerate development in Papua and West Papua; and (ii) it is necessary to formulate a new design with a procedure that is more effective and can result in a leap in the progress of the welfare of the Papuan people (Pattinasarany et al., 2021, p. 26).

The results of another study recommend the importance of improving the quality of resources or implementers in the Provinces of Papua and West Papua, so that they can work based on the specified standards and be able to implement a special autonomy policy formulation for the advancement of human resource development in Papua and West Papua as well as the true welfare of the Papuan people and West Papua. In addition, there is a need for serious supervision from the central government in order to oversee the performance of the bureaucracy in Papua and West Papua, so that they can work according to the standards set for the progress and welfare of the people of Papua and West Papua (Korain et al., 2019, p. 108).

The Audit Board of Indonesia (BPK RI) provides several recommendations regarding the sustainability of the Special Autonomy Program for Papua and West Papua as follows (Tim Pendapat BPK, 2021, p. 19):

1. Improving governance and building a system that ensures accountability and transparency as well as clear performance measures in order to encourage the pace of development in Papua and West Papua
 2. Implementing the Papua Special Autonomy Program, which is directed at increasing accessibility related to physical infrastructure, especially road and bridge transportation infrastructure
 3. Build awareness about the need for entitlement in the context of legal certainty to develop investment in the provinces of Papua and West Papua, among others, by establishing a Task Force involving the central government, regional governments, and the Papuan People's Assembly (MRP), thereby encouraging job creation which in turn can increase regional domestic product growth (GDP) and the welfare of the Papuan people.
- BPK RI also recommends improving the management of the Special Autonomy Program for Papua and West Papua in terms of regulations, institutions, and human resources as follows (Tim Pendapat BPK, 2021, p. 20):
- 1. Regulations**
 - a. Develop and establish a grand design for the development of Papua and West Papua as a guide in the preparation of implementing regulations for the Special Autonomy Law. The grand design is also equipped with indicators and targets to be achieved. Its preparation considers the aspirations and needs of the people of Papua and West Papua through a comprehensive needs assessment process.
 - b. Determine the parties responsible for evaluating the implementation of the Special Autonomy Law for Papua and West Papua at the central and local governments, including setting the evaluation objectives, what should be evaluated, how the evaluation will be carried out, and to whom the evaluation report will be directed.
 - c. Encourage the preparation of special regional and provincial regulations that have not been stipulated according to the mandate of the Special Autonomy Law.
 - 2. Institutions**

Strengthening MRP institutions by establishing institutional instruments, including the Supervisory Committee, involves the Financial and Development Supervisory Agency (BPKP).
 - 3. Human Resources**
 - a. Increase the capacity of the people of Papua and West Papua by (i) Building a Vocational Training Center (BLK) to produce skilled workers in order to meet the needs of workers in the field of physical infrastructure, especially road and bridge transportation infrastructure, and can gradually be developed

in other fields, including education and health; (ii) use competent providers in carrying out infrastructure work and must involve the people of Papua and West Papua, so that transfer of knowledge occurs.

- b. Together with the Papua and West Papua Provincial Governments, increase the capacity of human resources in the Papua Province Special Autonomy Bureau, the Special Autonomy Implementation Administration Bureau at the Regional Secretariat, and the Special Autonomy Planning Section at the West Papua Province Regional Planning Agency so that they can coordinate planning, implementation, guidance, and supervision activities for optimal management of the Special Autonomy Program.

IV. Conclusion

By using a sample of provincial data, data from one district, and data from one city in the provinces of Papua and West Papua, the CIPP evaluation model can be used to evaluate the utilization of special autonomy funds in both provinces and all districts/cities in a comprehensive manner.

Gap analysis can be used to map problems and solutions in the utilization of special autonomy funds in Papua and West Papua Provinces and all districts/cities.

There needs to be an affirmation regarding the OAP (Papuan Indigenous People) category, which in its implementation is still very vague so that the use of special autonomy funds that are prioritized for OAP has not been properly targeted.

Physical development in the form of school buildings, health facilities, provincial roads, clean water facilities, and others financed through special autonomy funds have never been labeled, so the public does not know about it.

There are no education and health facilities designated explicitly for OAP (Papuan Indigenous People), giving the impression that the special autonomy funds are not useful for the people in Papua as stated in Law Number 21 of 2001.

Sustainability of the Papua and West Papua Special Autonomy program focuses on improving regulatory, institutional and human resource aspects.

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