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PAPUA ASSESSMENT USAID/INDONESIA

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[3] ADB July 2006. *Indigenous Peoples Development Planning Document Tangguh LNG Project..*

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[7] Ibid. Page 14.

[8] Pemerintah Provinsi Papua 14 November 2007. *Peraturan Daerah Provinsi Papua Nomor 8 Tahun 2007, Anggaran Pendapatan dan Belanja Daerah Provinsi Papua Tahun Anggaran 2008.*

[9] LGSP, Manokwari, Papua Barat 16 December 2008

ACRONYMS

ABRI	Angkatan Bersenjata Republik Indonesia
ACIAR	Australian Centre for International Agricultural Research
ADB	Asian Development Bank
AMARTA	Agribusiness Market and Support Activity
AMDAL	Analisis Mengenai Dampak Lingkungan
APBD	Anggaran Pendapatan dan Belanja Daerah (Revenue and Expenditure Budget)
APINDO	Asosiasi Pengusaha Indonesia
ATM	Anjungan Tunai Mandiri
BAKORNAS	Badan Koordinasi Bencana Nasional (Coordinating Agency for Disaster Management)
Bandes	Bantuan Desa (Block grant to kampong/village)
BAPEDALDA	Badan Pengendalian Dampak Lingkungan Daerah
Bappeda	Badan Perencanaan Pembangunan Daerah (Regional Agency for Development Planning)
Bappenas	Badan Perencanaan dan Pembangunan Nasional (National Agency for Development Planning)
Bawasda	Badan Pengawas Daerah
BKSDA	Balai Konservasi Sumber Daya Alam (Bureau of Natural Resources Conservation)
BPK	Badan Pemeriksa Keuangan (Supreme Audit Authority)
BP-MIGAS	Badan Pelaksana Kegiatan Usaha Hulu Minyak dan Gas Bumi (Indonesia's Regulatory Body for Oil and Gas Upstream Activities)
BPR	Bank Perkreditan Rakyat (Rural Credit bank)
BPS	Badan Pusat Statistik (BPS-Statistics Indonesia)
BLT	Bantuan Langsung Tunai (Direct Cash Aid)
CBDRM	Community Based Disaster Risk Management
CBO	Community Based Organizations
CI	Conservation International
CIDA	Canadian International Development Agency
CSC	Community Support Centre
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
CTI	Coral Triangle Initiative
DAK	Dana Alokasi Khusus (Special Allocation Fund)
DAP	Development Assistance Program
DAP	Dewan Adat Papua (Papua Board of Tradition)
DAU	Dana Alokasi Umum (General Allocation Fund)
DAV	Directed Affective Villages
DBE	Decentralized Basic Education
DBH	Dana Bagi Hasil (Revenue Sharing Fund)
DFID	Department for International Development
DHO	District Health Office
DIALOG	Delivery Improvement and Local Governance Program
Diklat	Pendidikan dan Latihan (Education and Training)
DIPA	Daftar Isian Pelaksanaan Anggaran
DOTS	Directly Observed Treatment Short Course
DPMA	Dewan Persatuan Masyarakyat Adat

DPR	Dewan Perwakilan Rakyat (Parliament)
DPRD	Dewan Perwakilan Rakyat Daerah (Local Parliament)
ECED	Early Childhood Education Development
ESP	Environmental Services Program
FORDA	Department of Forestry Research Station
FZS	Son of the Sister of the Father
GBV	Gender Based Violence
GDP	Gross Domestic Product
GKI	Gereja Katholik Indonesia (Indonesia Catholic Church)
GOI	Government of Indonesia
GRDP	Gross Regional Domestic Product
HCPI	HIV Cooperation Program for Indonesia
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HPH	Hak Pengusaha Hutan (Forest Concession)
HSP	Health Service Program
IBL	Indonesian Business Links
IBRD-WB	International Bank for Reconstruction and Development – World Bank
IKKEB	Ikatan Kesejahteraan Keluarga Besar Beraur
ILO	International Labour Organisation
Inpres	Instruksi Presiden (President Instruction)
IPDF	Indigenous Peoples Development Framework
ISDP	Integrated Spatial Development Plan
ISP	Integrated Social Program
ISPA	Infeksi Saluran Pernafasan Atas – Upper respiratory infection
ITB	Institute Teknologi Bandung (Bandung Institute of Technology)
KDRT	Kekerasan Dalam Rumah Tangga (Domestic Violence)
KKLD	Kawasan Konservasi Laut Daerah (Regional Sea Conservation Areas)
Kopertis	Koordinasi Perguruan Tinggi Swasta (Private University Coordination Board)
KPA	National AIDS Commission
KPK	Komisi Pemberantasan Korupsi
LEMASA	Lembaga Musyawarah Adat Suku Amungme (Amungme Tribe Asscociation)
LGSP	Local Governance Support Program
LKMD	Lembaga Ketahanan Masyarakat Desa
LMA	Lembaga Masyarakat Adat (Adat Society Institute)
LMAMTB	Lembaga Musyawarah Adat Masyarakat Teluk Bintuni
LNG	Liquid Natural Gass
LoP	Life of Project
LP3A	Lembaga Pengkajian Pemberdayaan Perempuan dan Anak
LPMAK	Lembaga Pembangunan Masyarakat Amungme dan Komoro
LSE	Life Skills Education
MB	Brother of the Mother
MBS	Son of the Brother of the Mother
MDGs	Millennium Development Goals
MI	Madrasah Ibtidaiyah
MOHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MPR	Majelis Permusyawaratan Rakyat
MRP	Majelis Rakyat Papua (Papua Peoples Assembly)
MSF	Medecine Sans Frontiere
NAP-DRR	National Action Plan on Disaster Risk Reduction
NER	Net Enrollment Ratio
NGO	Non Governmental Organization

NKRI	Negara Kesatuan Republik Indonesia – Unitary State of Republic of Indonesia
NNGPN	Netherlands (Dutch Petroleum Coal Mining Company)
NTT	Nusa Tenggara Timur
NZAID	New Zealand Agency for International Development
ODA	Official Development Assistance
OFDA	Office of U.S. Foreign Disaster Assistance
OTSUS	Otonomi Khusus (Special Autonomy)
PAD	Pendapatan Asli Daerah (Regional Own-Source Revenues)
PAM	Persekutuan Angkatan Muda
PAMSIMAS	Program Penyediaan Air Minum dan Sanitasi Berbasis Masyarakat
PAR	Persekutuan Anak dan Remaja
PDAM	Perusahaan Daerah Air Minum Negara
PDP	Papua Development Program
Pelita	Pembangunan Lima Tahun
Pepera	Penentuan Pendapat Rakyat
PEPSA	Presidents Emergency Policy for AIDS
PERDA	Peraturan Daerah (Local Government Regulation)
PERPU	Peraturan Pemerintah Pengganti Undang-Undang (Government Regulation in lieu of Law)
PHO	Provincial Health Office
PIPE	Papua Indigenous Peoples Empowerment
PKB	Persekutuan Kaum Bapak
PLN	Perusahaan Listrik Negara
PNGARNET	Papua New Guinea Academic and Research Network
PNPM	Program Nasional Pemberdayaan Masyarakat
Polindes	Poliklinik Desa (Rural Polyclinic)
Posyandu	Pos Pelayanan Terpadu (Community Health Centres)
PPL	Penyuluh Pertanian Lapangan (Agriculural Extension Worker)
PU	Pekerjaan Umum (Public Works)
Puskesmas	Pusat Kesehatan Masyarakat (Public Health Centre)
Pustu	Puskesmas Pembantu (Auxiliary Puskesmas)
PW	Persatuan Wanita
RACA	Regional Agribusiness Competitiveness Alliances
RAPBD	Rencana Anggaran Pendapatan dan Belanja Daerah (Draft Regional Revenue and Expenditure Budget)
RAPBN	Rencana Anggaran Pendapatan dan Belanja Negara (National Revenue and Expenditure Budget)
RAV	Resettlement Affective Villages
REDD	Reducing Emissions from Deforestation and Forest Degradation
REL	Reference Emission Level
Renja-KL	Rencana Kerja Kementrian/Lembaga
Repelita	Rencana Pembangunan Lima Tahun
RESPEK	Rencana Strategi Pembangunan Kampung/Kampongs Development Strategy Plan
RKA-KL	Rencana Kerja dan Anggaran Kementrian Negara/Lembaga
RKP	Rencana Kerja Pemerintah
RPJM	Rencana Pembangunan Jangka Menengah (Medium Term Development Plan)
RPJP	Rencana Pembangunan Jangka Panjang (Longterm Term Development Plan)
RTI	Research Triangle Institute
SAR	Search and Rescue
SD	Sekolah Dasar (Primary School)

SEA	Strategic Environmental Assessment
SIL	Summer Institute of Linguistics
SKPD	Satuan Kerja Perangkat Daerah (Unit Task Regional Development)
SMA	Sekolah Menengah Atas (Senior High School)
SMP	Sekolah Menengah Pertama (Junior High School)
SOfEI	Decentralization Support Facility Eastern Indonesia
SPGJ	School of Parish Teaching Services
SPORC	Tim Investigasi (Investigator Team)
SWS	Safe Water System
TA	Technical Assistance
TBC	Tuberculosis
TNC	The Nature Conservancy
TOR	Term of Reference
TURKAM	Turun Kampung (Down to Village)
UNCEN	Universitas Cendrawasih
UNDP	United Nation Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIPA	Universitas Papua
UNTFHS	United Nations Trust Fund for Human Security
UPT	Unit Pelaksana Teknis (Technical Implementation Unit)
UPTD	Unit Pelaksana Teknis Daerah
USAID	United States Agency for International Development
VCT	Voluntary Counseling and Treatment
Warnet	Warung Internet
Wartel	Warung Telekomunikasi
WHCPP	Part of the Women & Child Health Program Papua
WWF	World Wildlife Fund
ZS	Son of the Sister

EXECUTIVE SUMMARY

The purpose of this Assistance and Advisory document is to provide USAID with contemporary information on options for a multi-sector strategy for implementation in the Indonesian Provinces of Papua and West Papua, as an integral part of the 2009-2013 Country Assistance Strategy.

Over a period of 38 days through two field periods - late November to 17 December; and 8 – 24 January, the technical assessment team visited the provincial capitals of Jayapura and Manokwari and the regions of: Jayawijaya; Merauke; Mimika; Sorong; Sorong Selatan and Kaimana where officially documented data was collected. In addition a total of 125 respondents in Jakarta, and Papua and West Papua provided additional anecdotal information from the perspective of national, provincial and local governments; NGO's faith-based organisations; universities, legislators, village community members and donor organizations.

The current estimated population of the two Provinces of Papua is 2.74 million, a little over 2 million of which is found in Papua Province. Population growth rates are disproportionately high with about 3% pa on average over the past two decades. Between 1990 and 2000 West Papua province increased in population by 48%. Economic growth rates have also been very high, averaging 10% pa between 2001 – 2005. Demographic data indicate the importance of in-migration from outside Papua, a fact which is evident in the proportion of non-indigenous to indigenous Papuans in the population, especially in the larger cities and towns. In 2005 this was 41% and is projected to reach 53% by 2011. Associated with this change is one in faith representation, with the Muslim faith now predominant in Jayapura and several of the other larger towns.

Taken together, these changing circumstances have seriously disadvantaged ethnic Papuans whose regions of influence are increasingly rural and stubbornly impoverished. Education and health services show no sign of improvement and in certain circumstances have probably become worse and less relevant to the primary needs of these communities. Diseases in the form of malaria, tuberculosis and HIV/AIDS and high rates of infant mortality are making inroads into the already small population of ethnic Papuans, further stripping away their social capital. Many ethnic Papuan groups show a degree of material dependence which concerns many of their leaders because it cuts to the heart of their sense of identity and willingness to take control of their futures. Welfare dependency is increasingly evident and saps the feelings of confident self reliance which characterized earlier generations. There is a growing sense of alienation from past custom, and access to new sources of money is fuelling social dysfunctionality expressed through the use of alcohol and drugs, domestic violence, separation within families of financial responsibilities, reduction in productive employment and a proliferation in sexually transmitted diseases. The disintegrating pressures on Papuan culture and social structures is particularly exacerbated by the progress of HIV/AIDS and the frequent clash between cultural perceptions and values, and behaviours that would minimize transmission.

This social environment explains the so-called paradox of Papua which is the wealthiest of Provinces but has the highest levels of poverty in the country. Papua has huge reserves of natural resources in the mining and oil and gas sectors and continues to contain some 85% forest cover, including large reserves of commercially valuable lowland rainforest. The speed with which forest is being converted and the scale of plans for further conversion for industries such as oil palm and bio-fuels is of global concern because of the importance of forest to climate change mitigations but also because of the disenfranchisement of ethnic Papuans from their traditional landscapes and lifestyles.

This reality should become a central concern for governments in Indonesia and for their development partners as they determine policy and practice for assistance in Papua. What is clear is that increased money is not of itself the answer. Many options may remain to be tried but it is the way existing financial resources are used and distributed that needs attention. It has become clear that while increased sophistication in the use of cash may be grown among the indigenous communities over time, there needs to be a balanced redirection of funding towards supporting the provision of direct technical advice, if the priority outcomes of infrastructure, education, health, the development of small and medium enterprises, trade and local resources management are to be achieved.

The two large and recurring issues that confronted this Assessment of the Provinces of Papua are

- the rates of social, economic and environmental change; and
- the inherent difficulties facing ethnic Papuans in adjusting so as to avoid economic and political marginalization.

The current Medium Term Plans for Papua and West Papua focus on accelerating social and economic improvement to alleviate poverty among indigenous Papuans and emphasize the importance of maintaining population distribution patterns based on traditional land ownership and villages. They also emphasize human resource and institutional capacity building, sustainability in resource use and building social values among the people. However, it is not clear how these objectives can be achieved under a development model which is based only on returning money from the shared revenues of natural resources management.

The greatly increased budgets that are flowing to the Local Governments under Regional autonomy and to the Provinces under Special Autonomy presuppose that trickle down benefits will occur which will penetrate to the rural village based indigenous societies and provide increased social opportunities. There is no evidence in the Provinces of Papua; or in any other similarly structured Melanesian society that this model works. Evidence obtained during the investigation points to a disproportionate focus on costly infrastructure that remains largely ineffective in assisting increased access to basic human services health and education outside the main towns and cities. Even in urban areas a serious lack of human resource capability linked to lack of expenditure on human services is failing to meet the needs of the people. A two tiered society is evolving where increasing availability of cash is creating opportunities for the ethnic Papuan middle class and non-ethnic Papuan immigrants while rural ethnic Papuans fall further behind.

The strategy for donor assistance, and the range of approaches described in this document are focused on extending technical assistance and advice to the rural ethnic Papuans. This is consistent with national and Papuan planning priorities, but the recommendations recognize the need for this assistance to be based upon significant changes in the structures through which aid is delivered to maximize its penetration outside the urban areas, and to facilitate its being retained there.

The Strategy Framework is concerned with two themes: *managing change* and *building self reliance*. It s focuses on the rural ethnic Papuans. It has four planks:

1. Engage the Provinces to ensure regional impacts through BAPPEDA and universities
2. Strengthen the Kecamatan to facilitate service delivery to villages
3. Build HRC to increase public sector capacity to deliver education, health, food systems environment management and public administration
4. Explore the full potential of Private-Public Partnerships to ensure equality and improve the value of mutually agreed goals and shared risks.

In relation to this last plank, the potential for PPP's lies not only in relation to large investment companies but should also be looking for ways to revitalize and expand traditional roles of faith groups and foundations in providing health and education services and their relationships with government as partners in service provision

The Proposals for Implementation consist of three which are integrating and cross cutting: and five others which address specific activities under USAID sector programs.

The proposals are:

1. Strengthen Womens' Empowerment Agencies to promote behavioural change**;** recognizing that these important agencies of provincial and local government are poorly resourced yet have potential to be the center of networks of change agents for women and families that are consistently poorly attended to by existing donor initiatives which tend to benefit men. A significant asset would be to facilitate working partnerships between these agencies and womens' studies centers in the state universities. The direction of donor assistance could effectively broaden the agenda for these networks to include gender related issues related to: alcohol and drug abuse; domestic violence; HIV/AIDS; Gender imbalance in education and work; maternal and child health nutrition, access to clean water, sanitation, health of children (malnutrition and diarrhea)

2. Facilitate the formation of a pilot scheme for *Kecamatan Community Support Centers.* This initiative would support province and Kabupaten governments in reaching villages; provides technical advice in a range of key areas in line with development priorities and backstop RESPEK and PNPM; be a *one stop shop* for government technical advisors in areas including health, education, small scale infrastructure, water and sanitation, agriculture and forestry, small business and legal issues. By focusing on Kecamatan there is an opportunity to reduce crossing cultural and language challenges of information transfer. Pilot sites should be chosen that represent different highland and lowland ethnic groups in both Provinces.

   The concept which makes the initiative innovative and could break through some of the difficulties of getting services to remote areas is team networking via satellite internet connections to technical support centers in the universities in Jayapura and Manokwari. The approach would reduce isolation for para professional and government staff while raising the quality of information and assistance available. A similar system of satellite networking of remote learning centers has recently been implemented in the neighbouring country of Papua New Guinea. It will nevertheless require technical and social feasibility study. The proposal lends itself to multi-donor and private-public partnership funding.

3. Mainstream action on HIV/AIDS to build *sustainable societies*. The AIDS epidemic affects all aspects of social sustainability it therefore offers a focus for raising awareness and changing behaviour in support of reinforced adat beliefs, improved living conditions and control. It is consistent with the Province objectives of consolidating and building community value systems and beliefs as an element of managing change. This initiative links to Kecamatan CSC; and Womens' Empowerment Agencies to address research into incidence and issues related to behaviour change. Specific support by USAID appropriate for baseline assessment of multi-disease infection rates and behaviour change to reduce transmission in conjunction with US medical research institutes. The proposal would also be attractive for multi-donor and private public partnership arrangements.

4. Infrastructure and economic growth program is recommended to consider expansion of AMARTA Project to other potential partners and products; to up-scale the AMARTA model through incorporation in a program of agricultural education and training with US universities partners, especially in extension services at UNIPA Manokwari.

In addition to these activities assistance is recommended to governments in local scale infrastructure planning which could assist in market access and service delivery from Kecamatan. Technical advice in infrastructure planning could be linked to the pilot sites for the CSC's and connect with potential AMARTA enhancements

5. Democracy and Governance Program is recommended to consider redefining the point of engagement of LGSP to focus on TOT. This could be achieved through providing assistance to UNCEN to mount Master's degrees in Business Management and Public Administration to focus on government and political leaders

   Additionally it is recommended to consider facilitating closer coordination and collaboration between main *adat* groups to improve effectiveness of MRP. The host for this assistance could be UNCEN through funding joint R&D through its Center for Legal Studies. The following areas require attention:

   - Mechanisms for just interlinking of customary and national statutory law;
   - Advocacy in support of Papuan cultural protection: welfare dependency and social Dysfunction.
   - Conflict resolution (mindful of rapidly emerging issues in environment and ethnic and religious differences).

6. Education Program is recommended to expand support for Papuan teacher training at UNCEN under the DBE 2 but ensure teaching-practice management to support graduates in rural postings.

   Additionally it is recommended to engage with the Provincial Education and Training Department to explore options for: financial and domestic incentives to allow teachers to remain in school; to provide a framework of support for village teachers, including a return to school inspectors or senior teachers at Kecamatan level; and engage with the National Department of Education and the Provincial Department of Education to develop options for distance education.

7. Health Program is recommended to support *Puskesmas* by facilitating linkages and support through the proposed CSC's; to promote improved training of mid wives (Bidan Delima program); and to facilitate a specific needs assessment program in conjunction with Province Health Agency to examine options for improved staffing of remote locations.

8. Basic Human Services and Environment Programs are recommended to seek improved efficiencies and capacities for PDAM in Jayapura and Manokwari to provide piped water to new housing areas; to engage in awareness raising and behaviour change in relation to water, sanitation and disease as part of the proposed Kecamatan CSC teams;

   With respect to human resource and institutional strengthening in environmental management, the focus is on the development of a regional environmental laboratory at UNIPA in support of the MOU between UNIPA and Province BAPEDALDA.

   With respect to issues of climate change to focus on community climate change adaptation through agriculture and health systems management as part of Kecamatan CSC teams in conjunction with the Economic Development Program.

   With respect to land use planning to collaborate with the D&G program to work towards resolution of just solution to customary vs statutory law in relation to land use planning and the use and conversion of forests.

With respect to marine and coastal conservation to consider collaboration with the USAID regional CTI program to enhance engagement with the Raja Ampat and Kaimana marine protected areas and the BirdsHead seascape.

PREAMBLE

Is this the real paradox of Papua?

In Papua, the Head of a Kabupaten Planning Board told us that his dream was to be able to deliver the needs of the people – but the people do not participate in his programs:

> *"They do not seek out government intervention. If we offer them sanitation they ask why?"*

In the Baliem Valley a farmer and SeniorHigh School Graduate told us he needed money for soap:

> *"When my wife takes our produce to market we can buy soap to clean our clothes:*
>
> *We need this now because I don't wear a kotaka. We make everything we need here*
>
> *But we can't make soap"*

When we asked him what him what his community should use the RESPEK village grant on he replied that he would like to set up a small shop where he could sell soap.

In West Papua a Bupata is reported to have written to the President appealing to him to avoid approving anymore oil and gas projects in his region as they do not bring the people anything that they need.

1. INTRODUCTION

1.1 SCOPE, PURPOSE AND OBJECTIVES

There is a view that development initiatives taken in the provinces of Papua are not working. A recent document from the World Bank suggests that money is not the problem it is the approach that is important. There is a hint in the language being used that Papua is too difficult and that the relative wealth of the provinces is not being well managed by government: an element of donor cynicism, if not fatigue is implied.

An alternative view is to suggest that the problem is that there is a lot of money and that the issue is that assistance is required in the effective utilization of the money. This perspective carries with it the imperative for national government and donors to become very intensively engaged in Papua because wothout informed interventions serious, on-going social problems will become intractable.

Papua is a challenging place for donors to demonstrate success, but from neither an historic nor global perspective is it extraordinary.

The purpose of this project has been to investigate the situation in the two Papuan Provinces: Papua and West Papua, specifically with respect to human capacity; infrastructure, gender, social, economic, cultural and ecological issues; and to advise the USAID Indonesia Mission of options that it might consider in incorporating these easternmost parts of Indonesia into their Country Assistance Strategy for 2009-2013.

The project is multi-sectoral and in the collection and analysis of data the team has looked carefully at the inter-relationships between sectors as they contribute to an integrated strategic development vision. The scope of work that was provided to the team is paraphrased in box below.

Scope of work involved in the Papua Assessment and Advisory Project

1. Review of Development Issues:

- Review development priorities, strategies and plans of the Provincial Governments of Papua and West Papua in relation to INPRES 5; existing and proposed USAID/USG and other donor initiatives;
- Analyze implementation issues, including human resource capacity and potential for improvement (provide insights to spatial patterns in human resources capacity)
- Analysis of infrastructure issues for development options (e.g. communication, transport, health, education, markets, government administration, other CSO involved in service delivery)

2. Review data sources which:

- Analyze population and demographic issues (gender /ethnicity for development needs and options
- Analyze and map historical and contemporary conflict issues for development needs and options (mapping against geographical, social/cultural, biophysical and historical contexts)
- Analyze vertical administrative and political relationships in government (note inconsistencies in planning objectives) as context for development options

3. Identify economic supports for change:

- Analyze Provincial/District Government Budgeting structures and flows (APPN/APPD; Budget planning; relationships between plans and expenditures; gaps; surpluses and shortfalls)
- Analyze and map donor financial supports and potential for partnerships/ complementation and reinforcement of development efforts (Paris Declaration)
- Analyze major private sector projects and entities in relation to Provincial/District earnings and potential for public-private partnerships and collaborative development partnerships

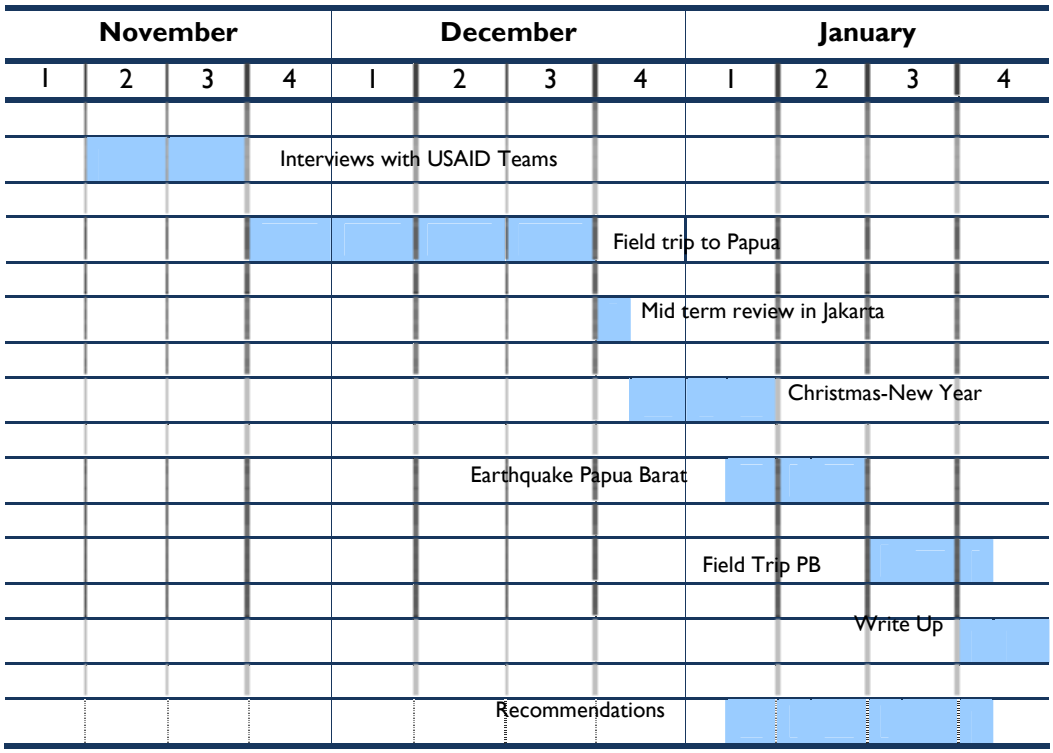
4. Synthesise and develop strategy recommendations:

- How can USAID contribute optimally to improved social andeconomic opportunities for <u>indigenous</u> Papuans without consideration of constraints?
- What are the development <u>themes</u> (e.g. BHS?)
- Does *indigenous* include the whole Papuan resident population?
- What will be the Strategic Objectives (SO's) derived from the themes?

1.2 APPROACH AND DATA COLLECTION

The project was undertaken between 3 November 2008 and the 31st January 2009 when the results of all the field work were submitted by each of the team members. The timing and sequence of the activities are shown in figure 1.

Figure 1: Schedule of Project Activities and Events



Between the 3 and 25th November the Project Team undertook sequential meetings with each of the USAID Program areas to gain insight into the range of project activities that were being undertaken the experience of the programs in the provinces of Papua and the program areas which were being considered for Papua in the up-coming country strategy design. The input from this phase of the project provided important context for the design of the recommended strategy and activities which have been detailed in Chapter 7. During this phase it was unfortunately not possible to identify a time when all components of the USAID Environment team, under the BHS were available. As subsequent events unfolded it was not possible to really make good on this omission.

Field work was commenced on 25th of November. The team traveling to the West Papua, capital of Manokwari, to undertake intial protocol meetings and to seek official support for data gathering from official sources throughout the Province. Despite many attempts to organize these protocol meetings in conjunction with the Program Office of USAID, real progress was not made until the team actually arrived in Manokwari, as none of the letters of introduction had been retrieved, filed and acted upon. This common situation was also the case in Jayapura when the team arrived there to introduce the project and commence

data collection. These administrative difficulties impacted on the efficiency of the intial few days of field work in both locations as key meetings had to be arranged again and further copies of national government letters of support had to be generated by fax and electronic mail from Jakarta. As a result data collection in West Papua during these first few days was restricted to unofficial meetings and meetings with civil society organisations. Although a similar situation was encountered in Jayapura, the capital of Papua Province, a more relaxed set of circumstances and strong links with key people by team members was able to facilitate essential meetings so that official support was obtained.

In accordance with the requirements of the TOR the team established a schedule to visit three regional government areas in Papua and three areas in West Papua. The critieria used to select the District governments were as follows:

- Ethnic/language differences
- Religious differences
- Representation of eco-regions
- Natural resources and land use differences
- Potential for conflict
- Accessiblity
- Old and new district governments

As the planning for the schedule proceeded it rapidly became clear that the issue of accessibility was going to be the primary factor determining wether visits could be mounted. Air travel was essential and as the timing project had been pushed into the wet season road access was uncertain. This was a factor in the decision not to spend time in the important districtof Memberamo as had been foreshadowed in the GRM Project Proposal.

The final list of Districts which were visited was:

- Jayawijaya (Highland)
- Merauke (Lowland and politically significant)
- Mimika (Lowland and Resources rich – Freeport)
- Sorong (Lowland and principal city of industry and trade with the rest of Indonesia
- Sorong Selatan (new District Government and lowland representative of Bintuni)
- Kaimana (lowland, New Government, strong, old muslim presence and site of recent disturbances)

In addition it was possible to also spend time with representatives of local government and civil society in the Districts associated with Manokwari and Jayapura as well as the Provincial organisations in both these locations.

Despite accesiblity by air to all these district centres, with the exception of Sorong Selatan, the range of meetings and opportunities for interviews with a full range of stakeholders was sometimes constrained by travel times. For example in Papua Province it was necessary to keep flying back to Jayapura as the travel hub as it was not possible to link directly from one district centre to another. This situation seriously limited the time in the districts in Papua; but conversely extended the time spent in the West Papua centres as several days were required before return flights could be scheduled. The table below shows the periods of time spent in each location across the two Provinces.

TABLE I: PERIODS OF TIME SPENT IN PAPUA AND WEST PAPUA

Location	Dates
Manokwari	November 26-27; December 2(TL); December 14-17
Jayapura	November 28-December 7
Jayawijaya (Wamena)	December 8-9
Merauke	December 10-11
Mimika (Timika)	December 12-13
Manokwari	December 14-17
Sorong	January 8-16
Kaimana	January 16-19
Sorong Selatan	January 19 - 24

The table 1 illustrates the logistic difficulty encountered by the project team in completing the project within the projected time frame. Four factors were involved that were beyond the control of the team.

- The starting time for the commencement of the project drove the time frame for field work into the Christmas New Year Period. Coupled to the time required for travel in Papua Province and the need to continually return to Jayapura it was not possible to schedule visits to West Papua until 14th December.
- The need to return to Jakarta to deliver a mid term report to the mission on the 19th meant that it was necessary to leave Manokwari on the 17th before any travel could be scheduled to other West Papua Districts. On the 19th all government offices closed for the Christmas New Year period and were not reopened until 5th January
- On the 5th January when the team was scheduled to return to West Papua to complete the field work, a severe earthquake was experienced causing extensive damage especially in the north east of the province. This necessitated further delay and a rescheduling of the field program to the western and southern parts of the Province. This was commenced on the 8th January when two team members arrived in Sorong. Team members from Jakarta could not get to Papua until the 12th because of transportation difficulties and this was further delayed because of a faulty aircraft, which prevented arrival until 13th.
- These delays then created further scheduling difficulties in traveling to Kaimana and other locations in West Papua. Thesed elays West Papua meant that the period of time spent in the field in this province required 2 weeks to complete. While this period allowed time for report preparation, poor electronic communication meant that these could not be relayed to Jakarta for further analysis and processing.

The short periods of time available to be spent in the Papua districts and the unexpected difficulties and delays in West Papua required data collection approaches to be modified. As a result plans for workshops and focus group meetings were abandoned in favour of semi-structured interviews. Post interview discussion and triangulation meant that cross verification of oral data could be checked across sources and related to other secondary data sources from printed material. Despite the difficulties encountered over 110 respondents provided information to the team in Papua and in Jakarta. These respondents represented national, provincial and local government, universities, faith groups, politicians, NGO's informal community leaders and local community members. The details of the respondents are attached in ANNEX 2.

The progression of events beyond the control of the team not only caused delays in the implementation of the field work but also and more importantly broke up the sequencing of the phases of the project. As it was not possible for the final data reports to be completed before 30th January, data analysis, integration and synthesis were also delayed.

2. THE NATURAL ENVIRONMENTS OF PAPUA

2.1 GEOGRAPHICAL OVERVIEW

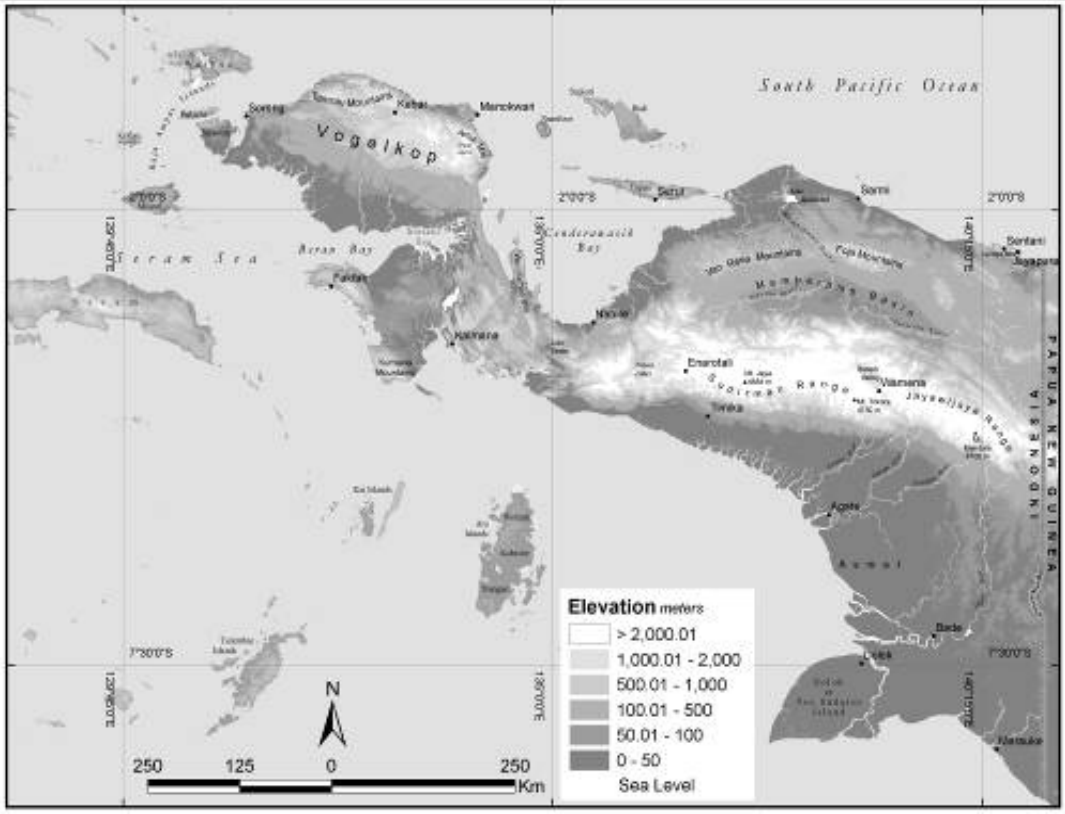
The landscapes of Papua can be understood by considering them as four geographical zones, each with a distinctive biota. The first, a Central Cordilera**,** divides the entire island of New Guinea, north and south. The Central Cordillera has been created by the compression of the Australian plate with the Pacific plate, with massive uplift over the last several million years. The Cordillera rises to more than 3,000 metres with a series of higher peaks. The highest of these is Mt Jaya (4,884m) which lies east of the highland town of Enarotali and the Paniai lakes. Mt Idenburg stands at 4,717m. In central and eastern parts of the Cordillera are Mt Trikora at 4,730m and Mount Mandala at 4,640m. Small, rapidly melting glaciers cap Mt Jaya and Mt Pilimsit (Figure 2).

The effect of the intrusion of the Australian plate has been not only to force the uplift of the cordillera but also to roll the island to the north. As a result vast lowland areas occur on either side of the range. To the north the land falls into the sea and there are many steeply forested and extensive mountain watersheds and sunken valleys creating a spectacular coastline. To the south the uplifting coastline is associated with rapid progradation and extensive floodplains characterized by forested swamps.

On the north coast is are the lowlands of the Mamberamo Basin, New Guinea's largest and least disturbed tropical humid forest catchment. This region is the second zone and comprises almost the entire northern watershed of western New Guinea. The Mamberamo Basin encompasses nearly 8 million hectares, and is more than 93 percent forested, making it a vast, intact storehouse of globally significant biodiversity. It is also dominated by inundated swamplands of various types. The Mamberamo River drains the interior Mamberamo Basin and most of Papua's central range. The main channel of the north-flowing Mamberamo cuts between the Foja Mountains on the east and the Van Rees Mountains on the west. Two rivers form below the Cordillera range to form the Mamberamo river—the Taritatu river which drains the eastern half of the basin and the central mountains to the south and the Tariku river, which drains the smaller western side of the basin and quickly divides into the main flow of the Rouffaer on the north and the Van Daalen to the south. Papua's largest lake—Lake Rombebai, can be found in the lower Mamberamo region, as well as the smaller Lake Bira.

South of the Central Cordillera is the Transfly Landscape, the third zone which is comprised of one of the world's most extensive freshwater and mangrove wetlands on peatsoils and significant expanses of savannah, grasslands, wetlands, reeds and monsoon forests. The zone is drained by a number of significant rivers. Among these, the Digul River is the largest, followed by the Baliem River that drains the Grand Valley of the Baliem. Other prominent rivers found in the southern lowlands are the Lorentz and the Eilanden Rivers. Papua's largest island, Dolok, can be found in the Transfly landscape. This island is a vast mud-bank outwash arising from the silt-laden rivers of the southeast coast.

Figure 2: The geographical zones of Papua and West Papua (Government of Papua 2008)



The fourth zone, the Vogelkop (or Birds Head) is connected to the rest of New Guinea by a rugged narrow and curving isthmus. Here are a number of isolated mountain ranges punctuating the lowlands. The fourth zone falls within the province of West Papua. The Bird's Head Region is remarkable. It has a complex, and in places, ancient geology which lends a huge variation to the bio-physical environment – and the natural resources which support the people. Rainfall varies from 1,500 mm per year to as much as 7,500 mm and from strongly monsoonal in the south to a more regular monthly rainfall in the central highlands. Elevation varies from extensive flooded coastal plains supporting sago palm, to uplands of 3,600m. Over half of the Province has slopes greater than 40%. Soil fertility is adequate in the north through Sorong and Manokwari, whereas in the plains to the south of Bintuni Bay, the shallow duplex, *indurated* and lateritic soils are among the most infertile in the world. These conditions are reflected in long established patterns of resource use with agriculture and tree crops common along the north coast. Forestry is also very significant here and in the extreme west and south from Bintuni Bay. Where soils are infertile, disturbance of the original forest is covered by logging or fire, results in rapid and probably irreversible ecological degradation. The biophysical conditions are reflected in the distribution of population and trade patterns which have been in place for many generations. Future development options must conserve these fragile environmental conditions if they are to be sustainable.

The extent of the flooded coastal lowlands – sago palm swamps, *Melaleuca* (kayu putih) dominated savannahs and mangroves contribute to the high productivity of the fisheries but also to the nutrient impoverishment of the coastal waters. This has beneficial factors to it, promoting coral reefs of international significance in terms of their extent and biodiversity; but also means that fisheries have to be carefully regulated to avoid over-fishing. Bintuni Bay contains among the most extensive, biodiverse and complex associations of mangrove

anywhere in the world. The western end of the island of New Guinea through to Sulawesi is the cradle of evolution of coral reefs and contains the most diverse coral assemblages anywhere in the world. These ecosystems, if sustainably managed and pollution is avoided, will continue to provide food, support the lucrative industry of pearl culture and maintain their high potential for tourism.

The altitudinal and geological variation contributes to isolation of specific ecosystems and this has contributed to a very high level of endemism in terms of terrestrial biodiversity.

2.2 NATURAL RESOURCES AND THEIR DISTRIBUTION

2.2.1 FORESTS AND FORESTRY

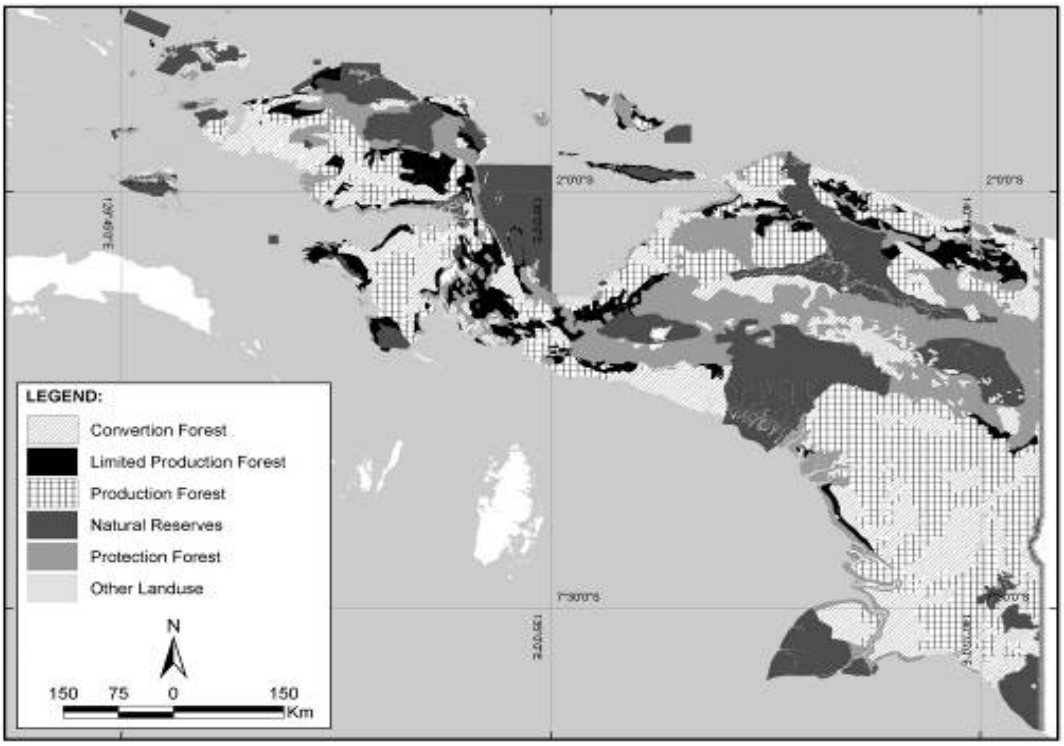
Papua's land cover map indicates that approximately 85% of Papua and West Papua is still covered with intact forests. Deforestation has in Papua over the last decade has totaled only 1% of the national total.

Significantly, over 47% of Papua forests are classified as lowland rainforest making Papua province home to the largest remaining tracts of lowland forest in Indonesia. Large areas of mangrove forest (3.3% of forested land), swamp ecosystems (17.08% of forested land) and montane forest (12.3% of forested land) are also found, in addition to several other ecosystem types, each of which comprise less than 3% of Papua's total area.

Botanically, Papua's are extremely rich and estimated to contain more than 15,000 species of vascular plants. Among the most notable are 2000 species or orchids, more than 100 species of rhododendrons and the Kauri pine (*Agathis labillardierei). O*ther valuable timber species include *Intsia bijuga* (merbau), *Pometia pinnata* (matoa), *Pterocarpus indicus* (rosewood) and *Dracontomelon* (black walnut).

The administration of the forest land is under the authority of the Minister of Forestry and the Basic Forest Law 41/1999. Under this Act forests are designated for production, conservation, protection and conversion forests. Figure 3 shows how this zoning is distrivuted. Production forests are primarily set aside for logging and conversion forests are set aside for agricultural development, settlements or other land uses. Conservation forests are set aside to conserve biodiversity while protection forests are allocated to protect steep slopes, watershed functions and environmental service, such as carbon storage.

Figure 3: Forest Land Use categories in Papua and West Papua (Government of Papua 2008[10])



Analysis of these categories indicates that:

- 3% of Papua's land area falls outside the forest estate. This area totals just 851,940 ha and is primarily located in residential areas.
- 20% of Papua's forest estate (6.6 million ha) is slated for conversion.
- 25% of Papua's forest estate is designated as production forest and the great majority of this land has already been allocated to large-scale timber concessions and industrial timber companies.

20% of Papua's forest estate has been designated for conservation and protection. This is much greater than in any other province in Indonesia.

A number of districts also have large amounts of land designated for conservation or protection. For instance, 90% of Pegunungan Bintang is designated for conservation and protection; 84% of Tolikara is designated for conservation and protection; and 78% of Yahukiumo is designated for conservation and protection. This leaves very little room for these three districts to convert forests to other land uses or to undertake other natural resource extraction activities, such as logging and mining.

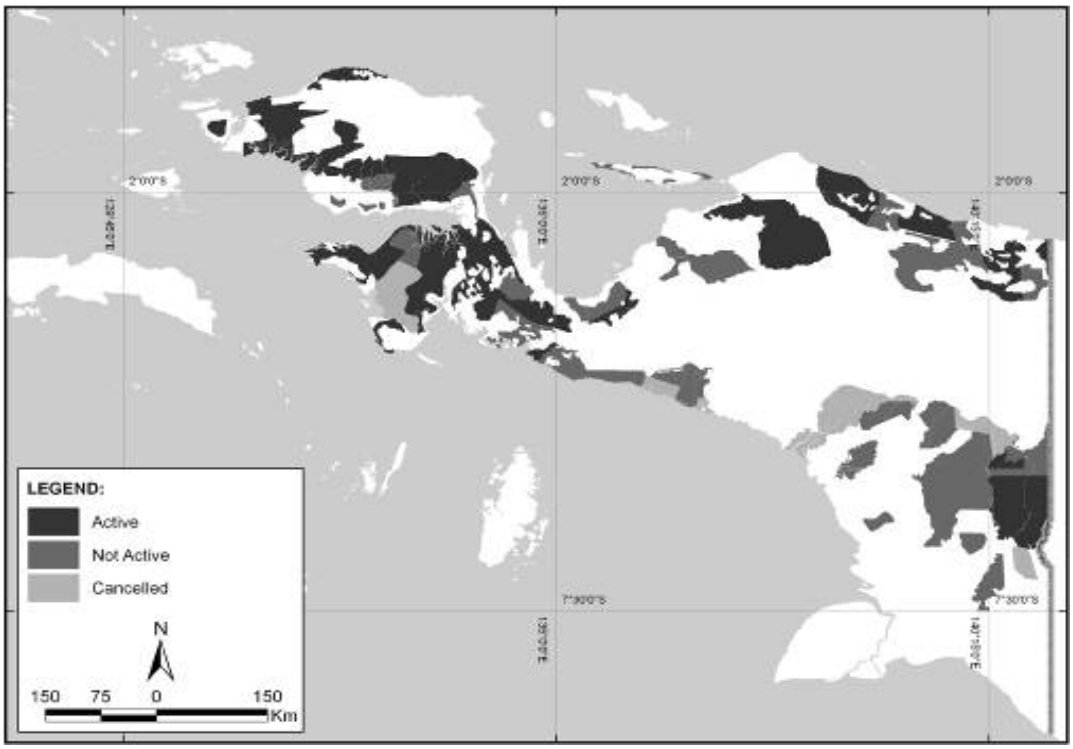
Around 40% of Papua's lowland forests have been zoned as production forest and only 19% have been zoned as conservation forest. This is a matter of concern because lowland forests support high biodiversity and is also targeted for logging and agriculture. These forests are therefore threatened in the majority of Indonesia and are predicted to disappear in Sumatra and Kalimantan in the near future.

[10] **Government of Papua Province** 2008. *Strategic Environmental Assessment for Spatial Planning in Papua Province, Indonesia.* The World Bank, Jakarta

Mountain forests and mangrove forests are primarily designated for conservation. Mountain forests are likely to have been designated for conservation because these forests are found on steep slopes and provide watershed functions.

57% of Papua's production forests have been allocated to around 38 large-scale timber concessions which cover over 9.2 million hectares of land. 64% of the forests allocated for large-scale logging are lowland forests. Logging concessions primarily fall within the northern districts of Sarmi (1.3 million ha), Nabire (327,456 ha), Waropen (427,225 ha) and Keerom (364,350 ha); and the southern districts of Mimika (675,156 ha), Asmat (654,831 ha), Boven Digoel (2.1 million ha) and Mappi (439,775) (Figure 4).

Figure 4: Commercial logging concessions in Papua and Papua Barat (Government of Papua 2008 *op cit.*)



Many of these timber concessions have become inactive in recent years and timber production obtained from these concessions has consequently declined. The Papuan provincial government wishes to review all of the HPH concessions allocated in Papua province and to revoke the permits of concessionaires who are no longer active. It then wishes to establish logging models that are more community based and allow local people to benefit from logging. A draft provincial law has been drafted to facilitate this process and this law is currently being reviewed by the Indonesian Ministry of Forestry.

2.2.2 OLI PALM AND BIOFUELS

Oil palm is a priority of the central government and the government of Papua. The area of Oil palm plantations has increased rapidly in Papua in the past 10 years from 11,367 hectares in 1991 to 50,000 ha in 2005. Most of the oil palm plantations established in Papua

lie in the north-east, near the city of Jayapura, and in the south east, near the Papua New Guinea border. There is a significant and well established oil palm plantation on the south coast of Bintuni Bay in West Papua and there are plans for extensive expansion of oil palm in Kaimana and Faka Fak Kabupaten on forest designated for conversion.

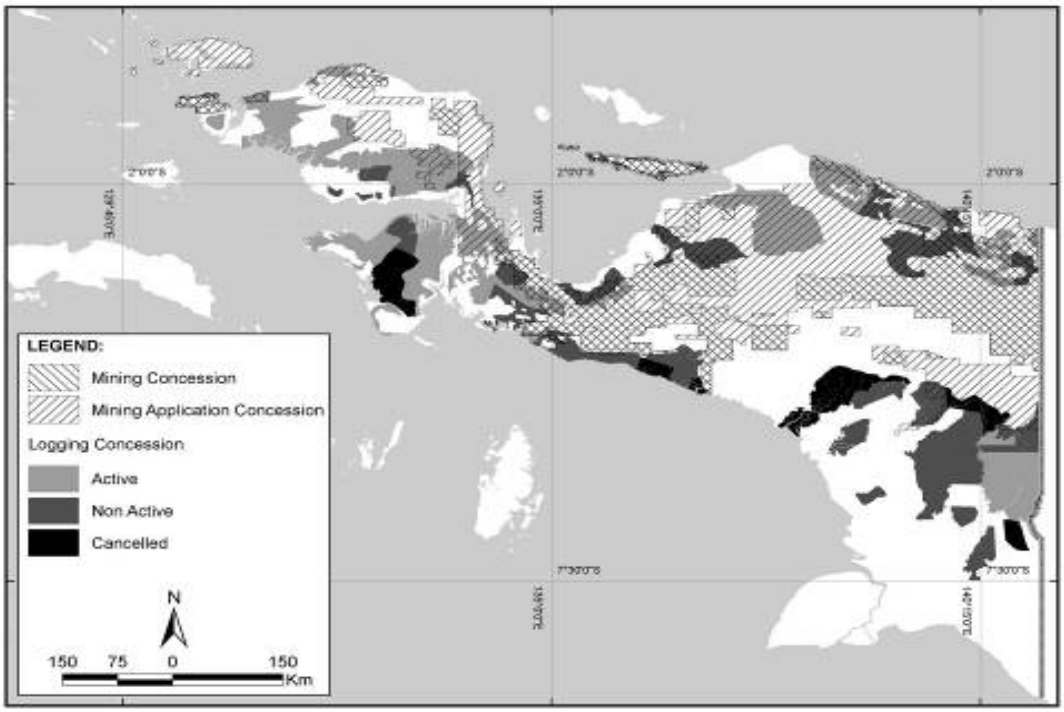
Indonesia is expected to establish another 5.6 million hectares of oil palm over the next 13 years. Most of this expansion is expected to occur in Sumatra, Kalimantan and Papua. The Indonesian government is keen to develop oil palm plantations in Papua and is offering investors the opportunity to establish up to 200,000 ha of oil palm rather than just 100,000 ha in Sumatra and Kalimantan. Over 50,000 ha of oil palm has already been planted in Papua and permits have already been allocated to develop another 500,000 ha.

Most of the land classified for conversion to oil palm in Papua province is covered with primary lowland forests. While oil palm is able to confer important economic benefits in terms of foreign exchange, revenue and employment expansion is a source of concern because it results in outright forest conversion, biodiversity loss and carbon emissions. For this reason REDD is being promoted vigorously in Papua and West Papua as an alternative source of commercial income to the opportunity costs of converting this important forest to oil palm.

2.2.3 MINING

Mining generates nearly three quarters of Papua's revenue and is priority for the Papuan government. Papua has large potential reserves of gold, copper, natural gas and oil and active mines, such as PT Freeport (a large copper and gold mine, Figure 5) are able to generate considerable income for both the provincial and the central government. PT Freeport is thought to have generated over US$1 billion in revenue, primarily for the central government; and the new BP Tangguh gas project, located in Bintuni Bay (West Papua), is predicted to generate US$8.7 billion for the central government and US$3.6 billion for the government of West Papua over the next 20 years.

Figure 5: Mining concessions in Papua and Papua Barat (Government of Papua 2008 *op cit.*)



In 2006 Freeport contributed US$ 1.1 billion to the Indonesia Government in shared revenues and taxes. Of this Papua received US$ 65 million. 6.2 million hectares of forest land has been allocated to mining companies in the province of Papua. Another 13.4 million hectares of forest land has been allocated for exploration. The majority of this land (62%) falls within protected and conservation forest. 19 percent of mining concessions are located within mountain forest area. and more than 64 percent of mining concessions are within lowland forest.

Most of the mine concessions are situated in the northern part of Papua province and are prominent in the districts of Sarmi, Keerom and Mimika. The Freeport mine overlaps the districts of Jayawijaya and Yahukimo. Most of these companies are mining gold and copper. Mining companies holding the largest land areas are: PT Cyprus Armax Iriana (1.4 million ha) and PT Barrick Mutiara Idenburg (1.4 million ha) and PT Freeport (811,906 ha). All three companies are mining gold.

Exploratory mining leases are prominent in the northern districts of Sarmi, Waropen, Jayapura, Keerom, Jawawijaya, Nabire and Paninai. These mining leases cover the great majority of the Mamberamo basin. They also overlap considerably with many of the active mining concessions.

2.2.4 FISHERIES

Papua has significant fisheries exports to Japan and Europe of tuna, shrimp, crabs, sea cucumbers, pearls and aquarium fish. The Indonesian government and the Papuan government both appear to be encouraging investment in fisheries in the seas of Papua

and the rest of Eastern Indonesia because it views these seas as being underexploited. The fishing industry needs to be carefully managed and regulated to ensure sustainability. The provincial fisheries department has the view that the Arafura Sea is already overexploited and WWF Reports draw the same conclusions with respect to tuna. Bintuni Bay in West Papua is a very significant shrimp fishery and the levelso f effort available to the large numberso f trawlers operating around the western coasts of Papau would suggest that these fisheries are also under threat.

The extensive areas of sea and the porous boundaries make the region open to illegal fishing by overseas interests. As in most situations surveillance and enforcement is poor.

The use of destructive fishing practices (including traditional fish poisons, cyanide and explosives) appears to be widespread in Papua. Fishing with explosives produces high yields but shatters coral skeletons and transforms coral reefs into rubble zones. Cyanide is commonly used to capture aquarium fish for export. Mortality rates in the live fish trade are very high—an estimated 80% for aquarium fish and 50% for live food fish.

2.2.5 SCOPING LOCAL ENVIRONMENTAL ISSUES: SNAPSHOTS FROM WEST PAPUA

The largest sago plantation in Papua is located in the Kabupaten Sorong Selatan. The Bupati of Kabupaten Sorong Selatan signed a controversial PERDA (Local Government Regulation) to replant 40,000 hectare of the existing sago plantation in the coastal areas to be implemented by PT ANG. The objective of this program is amongst other things to raise the productivity of sago and increase household income of the local society. However, *Lembaga Masyarakat Adat*/LMA or *Adat* Society Institute and the Vice Bupati did not agree with this program. At the meantime, the AMDAL has not taken place. This controversial program becomes the main environmental issues in the Kabupaten Sorong Selatan. Therefore this program has not implemented yet.

In the Kabupaten of Kaimana, environment issue is a major concern of the stakeholders. According to the Head of Bappeda Kabupaten Kaimana, when this Kabupaten was established in 2003, he thought the condition of the environment was manageable and under control. In fact, the quality of the environment has declined tremendously.

The status of the forest has been intervened by many "mafia", while Provincial Regulation of forest management is obviously enacted. Sixty to seventy percent of total areas of Kabupaten Kaimana consist of primary forest. Illegal logging has been taken place.

The local government has taken a measure by straightening up of the *Hak Pengusaha Hutan*/HPH or forest concession for example by asking those who hold HPH to conduct AMDAL. However, it did not work well. In Kabupaten Kaimana there only two HPHs that are still operating at present. The local government will not release anymore forest concession. At least the local government tries to make an extra effort to slowdown the rate the environment destruction. It is important to encourage the society in order aware of environment, especially to urban people. According to Head of Bappeda Kabupaten Kaimana it is easier to manage indigenous people rather than the migrant. Moreover, he mentioned that is difficult to face those who conduct illegal logging. This is because the military and police back up illegal logging activities. Local *Adat* Society is no longer providing permit to investor to exploit timbers. In the last two years illegal logging has been declining. The local government found difficulty to supervise and control the operation of the existing HPHs because they hold HPH permits given by central government and HPHs are operating with full of apparatus including those who provide back ups.

According to the Head of Bappeda Kabupaten Kaimana, the condition of the HPH roads in the areas of operation has many curves. It seems they build roads based upon wherever they want to search for timbers. This will make the condition of the environment in the forest getting worse which in turn create natural disaster i.e. floods, land slides and the increase of sedimentation in the rivers and coastal areas which makes waters in the coastal areas shallow. Actually those HPH's owners supposed to build first the roads before searching for the timber. However, it is vice versa, they open the forest first where they can find the most beneficial timbers.

The quality of the water of the river is getting worse. According to *Dinas Kehutanan and Perkebunan* Kabupaten Kaimana many people live nearby the river and discard the household waste in the river. In addition to that livestock such as cows are grassing surrounding river. This animal drinks water also in the river. They contaminated water of the river, meanwhile household utilize river as sources of water. Local people do not put livestock in the stock pen. Furthermore *Dinas Kehutanan and Perkebunan* mentioned the flows of the water in the rivers were big though in the dry season in the past, but declined at present. This shows that the condition of the forest in upstream has been ruined.

Total areas of forest in the Kabupaten Kaimana is 1.7 million hectare which consists of protected forest (339,253 ha), natural resources conservation (188,015 ha), fixed production forest (310,617 ha), limited production forest (512,044 ha), conversion production forest (284,393 ha) and other mountain areas (90,004 ha). *Dinas Kehutanan and Perkebunan* office still consists of two major sub-sectors, forestry and estates. The local government seems not aware of the concept of carbon emission trading that is potential for local government revenue.

According to *Balai Koservasi Sumber Daya Alam*/BKSDA *or/* Bureau of Natural Resources Conservation Kaimana, as a result of local people searching and cutting *gaharu* timber, natural disaster i.e. floods occurred during rainy season. From *gaharu* timber, people can find the aromatic of *gaharu* timber, a valuable export commodity to middle-east countries. However, not every single *gaharu* timber contains the aromatic *gaharu.* Therefore, this activity really leaves the waste of the *gaharu* timber which can create natural disasters and endanger species of flora and fauna in the forest. *Gaharu* collectors came to the kampong in the remote areas. After both parties agreed with negotiated price, local people are asked to search *gaharu* in the forest.

BKSDA has identified several constraints regarding natural resource conservation, amongst others:

- PERDA (local government regulation) regarding issuance of the permit i.e. to catch *Lola* (a certain kind of crab) sometime not inline with central government regulation. The national law prohibits people to catch this animal; however the *Dinas* of Fisheries in Kabupaten Kaimana issued the regulation regarding catchments of the animal.
- Lack of knowledge in the local society regarding natural resource conservation. Several local people still conduct trading of protected flora and fauna.
- Conservation of Gaharu is limited.
- Lack of staffs of BKSD Kaimana (only 8 people works in Kabupaten Kaimana)

The destruction that occurred in the hinter land will create worse impact in the coastal and in the sea. Abrasion in the coastal areas and shallow of the rivers are occurred which in turn diminish the existing biota. According to Conservation International (CI) Kaimana, the color of the water in the river looks brown which indicates high erosion in the upstream resulted from HPH activities and illegal logging. When it rains heavily, dirt and waste consist of leaves and small branches of trees from the operation of HPH and illegal logging flows to the river.

It appears there is no close coordination between central government and local government regarding the issuance of forest concession permit. Local government wants to limit the forest exploitation, but central government keep issuing forest concession permit to the investors. Conservation International in Kaimana heard that there will be another issuance of forest concession which can endanger the environmental condition of the areas of *Kawasan Konservasi Laut Daerah*/KKLD or Regional Sea Conservation Areas (projected to be 600,000 hectare), 4 miles from the coastal line to the sea. KKLD has been launched by the Minister of Fishery and Oceans last year through the issuance of PERDA of the Bupati. In this KKLD, there are many fishes and coral reef that have not been identified and given the name yet.

Major environmental issues related to KKLD are amongst others:

- Fishermen from abroad and from NTT, Buton and Bali who do not have fishing permit steal fishes.
- Competition between traditional fishermen and fishermen from abroad, NTT, Buton and Bali.
- Household wastes are discarded to the sea.
- Fishermen from Bali steal *penyu sisik*/*penyu belimbing* (species of turtle)
- Sand quarrying by local people sponsored by businessmen.
- Areas of mangrove in the coastal areas are getting smaller which is risky to restrain tsunami.
- Patrol in the coast areas and in the sea is conducted separately (ego-centrist) amongst the local people, *Dinas* Fisheries, Police, and Indonesian Navy. It is more efficient and effective it is executed together under standard operation procedure.
- Tourism development is very prospective however Dinas Tourism is still together with *Dinas* Education and Teaching which results in small budget for Tourism sub-sector.

Response of the society to the environment education is very positive however it has to be continued. To improve and maintain environment condition of KKLD, Conservation International suggested as followed:

- Conduct environment education that focuses on children.
- Provide practical modules to the participants of the training.
- Training should be given not only to men but to women also.
- Film is one of the most effective media for training
- There should be alternative options, not just to prohibit people from doing something that endanger the environment.
- It is imperative to find new ways to earn household incomes.
- Tools and equipment can be distributed to the fishermen or beneficiaries however facilitation should be continued.
- Provide technical assistance to the fishermen so that they can process fishes and not to discard them when fishes are not sold out.

- Support local people to do *sasi* a local wisdom that is a moratorium to exploit certain kind of flora or fauna so that it will exist forever, i.e. *sasi* for coconut tree, specific fishes (i.e. cucumber fish)

2.3 OWNERSHIP AND MANAGEMENT: CUSTOMERY VS. STATUTORY

In Papua, much land considered to be the customary or *adat* land of local tribes and clans is now formally classified as state lands and large areas have been allocated as concession to forestry and mining companies. Other areas constitute titled land or have been formally designated as national reserves. Still further areas of land remain *adat* land owned by local communities, used for subsistence activities, rented out to others or commissioned to forestry enterprises. At the same time, there is considerable overlap between areas, where multiple classifications exist and government allocations bear little resemblance to the resources-or their use-on the ground.[11] The overall land use situation in Papua is thus relatively complex.

The main problem in natural resources and environmental management is the lack of synchronization between the policies of central government with the local administrations under the umbrella of Special Autonomy Law. In addition, there is no model for natural resources management that can accommodate all stakeholders; especially local communities that have the traditional rights ("*hak ulayat*") but are marginalized and they are left at the receiving ends of the negative impacts.[12]

The finding of the TURKAM also shows the current problem in natural resources and environmental management in Papua Province.[13] During the Village's visit, they found several major problems on forestry sector.

a. Basically the community has positive response toward new policy on sustainable forest management. They realized that forest must be conserved and managed wisely because forest has many significant roles-including as a source of their main revenue.

b. The community finds difficulty to utilize forest wood (timber) because the government yet to give a formal approval.

c. They want to process their wood and non-wood products but they do not have the necessary equipments.

d. They want to have healthy and proper houses, but there is a shortage of building materials.

e. They want to replant critical land in their area, but no fund is available for the activity.

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[11] Ibid. Page 11

[12] UNDP, May 2005. *A Multistakholders Synthesis of the Development Situation in Papua*. Final Draft Synthesis Team. Page 58.

[13] For about three months, from June 4 to August 30, 2007 the Governor of Papua Province conducted the *Turun Kampung*/ Going Down to Village (TURKAM) Program. During this period, the Governour visited 34 points of gatherings. The 34 points are located in Bosnik (Kabupaten Biak Numfor), Numfor (Biak Numfor), Poom and Randawa (Yapen), Koweda and Waren (Waropen), Kokonau and Timika (Mimika), Sugapa and Enarotali (Paniai), Samabusa and Napan (Nabire), Betaf ((Sarmi), Kehiran and Genyem (Kabupaten Jayapura), Workwanna (Keerom), Skouw Mabo (Jayapura Mayoralty), Mulia (Puncak Jaya), Bokondini and Karubaga ((Tolikara), Kurima and Dekai (Yahukimo), Agats and Same Erma (Asmat), Oksibil (Pegunungan Bintang) Semangga and Kimaam (Merauke), Mindip Tanah and Tanah Merah (Boven Digul), Kepi and Bade (Mappi), Tiom and Kurulu (Jayawijaya).

f. They are still waiting for legal certainty on customary forest management.

g. No industrial center established to process forest wood at each district.

h. Absence of education, socialization and training to increase people's knowledge about conserving forest.

i. Banking support is still little for the small scale business in the forestry sector.

Other significant problem identified and should be dealt with is as follows: *Merbau* wood is used by local community in Agats, Sawa Erma, and other villages in Southern Papua as materials to construct their houses and bridges. Massive use of *Merbau* will trigger over exploitation of this wood and therefore an effective measure to reduce this trend is needed.

2.4 ILLEGAL ACTIVITIES AND LACK OF CAPACITY FOR REGULATION AND ENFORCEMENT

Papua's greatest comparative advantage is its natural resources. However while abundant, these natural resources, are finite and some uses have potential to impact their future availability. Papua is rich in copper, gold, silver, oil, gas, timber and marine products, such that the extraction of natural resources by corporations is the primary source of income in the Papuan economy.[14] The value of these primary commodities combines with the remoteness of their locations renders them vulnerable to illegal and excessive extraction.[15] In addition to threatening the long-term health of the local ecosystem, the unlawful extraction of natural resources has serious economic implication. According to UNDP (2005) in 2002 alone, illegal logging in Papua resulted in an estimated Rp 558.8 billion (roughly US $ 60 million) in lost state income, which could have been used vital public service. In 2003 and for coming years, such losses were estimated at Rp 2.142 trillion per annum (roughly US $ 230 million, based on data of Rp 178.5 billion per month).[16] One example of the extent of this illegal logging is in Kampong Malaswat, Kecamatan Seremuk, Kabupaten Sorong Selatan, in West Papua. Here the Bureau of Natural Resources Conservation (BKSDA), Regional Attorney Office has investigated just one case involving 1,500 cubic metres of *Merbau* with total valued Rp 1.2 billion.[17] In some protected forest in the Kabupaten Sorong Selatan, *Dinas Kehutanan and Perkebunan* already established fence and put sign in the side of the rural roads which aimed to prohibit people to carry out illegal logging.

It seems one of the major factors that contribute to the occurrence of illegal logging in Papua is the lack of staffs of the *Dinas Kehutanan and Perkebunan* at the Kabupaten level. For example, Kabupaten Sorong Selatan composed of 1.3 million areas of forest natural resource (protected forest, natural resources conservation, production forest, conversion production

[14] In the third quarter of 2008, mining and quarrying sector was the largest contributor in forming the value of GRDP of Papua Province (43.65 %) followed by agriculture sector (18.30%). Agriculture sector consists of food crops, estate crops, livestock, forestry, and fisheries sub-sectors. Each sub-sector has contributed significantly to the development of Papua Province.
[15] UNDP, August 2005. *Papua Needs Assessment an Overview of Findings and Implications for the Programming of Development Assistance*. Page 10.
[16] Ibid. Page 11
[17] Harian Papua Barat Pos, 24 Januari 2009. *Dugaan Kasus Illegal Logging: Terungkap Akibat Masalah Pribadi dan Kelembagaani*. Page 1.

forest and other mountain areas) but its total number of staff is only 56 people, including 5 *polisi hutan*/forest rangers/forest police. Moreover, the *Dinas* office still consists of two major sub-sectors, forestry and estates with limited condition of the office and mobile infrastructures. For fiscal year 2007, its total routine budget accounted to Rp 1.8 billion and Rp 4.8 billion for development budget. Sources of these budgets are from APBD Kabupaten (Revenue and Expenditure of Local Government of Kabupaten).

2.5 MODELS OF LARGE SCALE RESOURCE UTILIZATION AND LESSONS LEARNT

2.5.1 PT BP INDONESIA – TANGGUH LNG

Tangguh LNG is the third LNG hub in Indonesia. In March 2005 the Government of Indonesia gave the go ahead for the Tangguh LNG project in Bintuni Bay of West Papua.

Taking its name from the Indonesia word for "resilient and strong", Tangguh is centered on the Bintuni Bay area of Papua, Indonesia - around seven hours flight from Jakarta. With 37.16 percent interest in the project, BP Indonesia is the operator of Tangguh under a production sharing contract with BP MIGAS (Indonesia's regulatory body for oil and gas upstream activities).[18]

In October 2007 the project completed its planned loan agreement totaling US $ 3.5 billion with several international banks to finance the development of the LNG plant. The external financing highlights investors' confidence in the project.

The Project involves the tapping of six fields to extract combined proven reserves of around 14.4 trillion cubic feet of clean gas. Two normally unmanned offshore production platforms located in Bintuni Bay will collect gas from the reservoir, and then send it through sub-sea pipelines to an LNG processing facility on the south shore. From here, LNG will go to energy markets using LNG tankers.

The LNG processing plant will initially consist of two 'trains' (the units that purify and liquefy gas), producing at least 7.6 million metric tons of LNG a year. Other facilities at the site includes storage tanks, an LNG tanker loading terminal, as well as maintenance facilities, offices and a personnel accommodation complex.

The Tangguh LNG plant has already secured long term LNG sales to four customers. It will deliver LNG to the Fujian LNG project in China, K-Power Co., Ltd in Korea, POSCO in Korea and Sempra Energy LNG Marketing Corp. in Mexico. Over time, plant capacity may be expanded to support new sales commitment.

The Tangguh LNG Project provides an innovative approach to sustainable development, cultural preservation and biodiversity conservation. From the outset, this huge undertaking has been designed and implemented with a number of key principles in mind: community, partnership, consultation and corporate responsibility.

Based upon the agreement between PT BP Tangguh Indonesia and *masyarakat adat* (indigenous society) of Teluk Bintuni region, PT BP Tangguh Indonesia committed to compensate Rp 60 billion for "knocking the door" in the areas of its operation. Under the

[18] Website BP Indonesia. http://www.bp.com

agreement, the first Rp 6 billion is already over that should be given to the Sebiar society for compensating the rights of *adat.* The rest (Rp 54 billion) is expected to be paid before the first production of LNG. If it were not materialized within 2 weeks, all assets and operation of PT BP Tangguh Indonesia will be halted. This threat was really serious -- hundreds of people from the District of Aranday occupied the Office of DPRD (Local Parliament) to demand the responsibility of PT BP Tangguh Indonesia to pay Rp 60 billion as the compensation for "knocking the door".[19]

2.5.2 PT FREEPORT INDONESIA

PT Freeport Indonesia provides substantial direct and indirect economic benefits for the central, provincial and local governments of Indonesia, and for the economies of Papua and the Indonesian nation as a whole. Direct benefits are the traditional contribution by a company to the Republic of Indonesia and include taxes, royalties, dividends, fees and other direct support.

PT Freeport Indonesia is the largest private employer in Papua and one of the largest taxpayers in Indonesia. During 2007, PT Freeport Indonesia's results benefited from record high commodity prices. As a result, the taxes, royalties, dividends and fees they paid to the Government of Indonesia in 2007 totaled approximately $ 1.8 billion. Since their contract with the Indonesian Government began in 1992, these direct benefits to Indonesia have totaled nearly $ 7 billion.[20]

PT Freeport Indonesia's indirect contributions to Indonesia are much larger and include the following since 1992:[21]

- Investment of nearly $ 5 billion to build company infrastructure in Papua, including towns, electricity generation facilities, seaports and airports, roads, bridges, tunnels, waste disposal facilities, modern communications systems and other infrastructure, most of which will revert to the Indonesian government at the end of their contract.
- Investment of over $ 600 million in social infrastructure directly benefiting the local people, such as schools, student dormitories, hospitals, health clinics, offices, places of worship, recreational facilities and the development of small and medium-sized business.
- Direct employment by PT Freeport Indonesia of almost 9,800 people in 2007. Of these, 98 percent are Indonesian and approximately 2,700, or almost 28 percent, are from the Indonesian Province of Papua. PT Freeport Indonesia's payroll for its employees has totaled approximately $ 1.4 billion since 1992.
- Employment of contract employees, privatized companies and others serving PT Freeport Indonesia, which totaled 10,800 workers in 2007, meaning that the total of those employed by or serving PT Freeport Indonesia operations in Indonesia at the end of 2007 was approximately 20,600 people.
- Purchase of more than $ 5 billion of domestically sourced goods and services.

In 2003, PT Freeport Indonesia commissioned the Institute for Economics and Social Research, Faculty of Economics, University of Indonesia to conduct an economic impact analysis on multiplier effect impact on Papua and Indonesia from PT Freeport Indonesia's

[19] Harian Radar Sorong, 24 Januari 2009. *LNG Tangguh Terancam Dipalang*. Page 14.
[20] PT Freeport Indonesia. *2007 WTSD Report.*
[21] Ibid. Page 7.

operations since 1992. The study was last updated in 2007. The University's economists found that PT Freeport Indonesia: [22]

- Accounted for 2.4 percent, 45 percent and 96 percent of the gross domestic product (GDP) for the country of Indonesia, Papua Province and Kabupaten Mimika respectively in 2007.
- Contributed more than 95 trillion rupiah to the national GDP in 2007, or approximately $ 10 billion at 2007's exchange rates
- Contributed over $ 54 billion to national GDP in total since 1992
- Paid taxes that accounted for 2.34 percent of the Indonesian national budget
- Funded approximately 65 percent of all community development contributions by the mining sector in Indonesia through the company's social programs
- Accounted for 1.3 percent of all household income in Indonesia and 25 percent of the household income in Papua Province.

In addition, since 1996, PT Freeport Indonesia's operations have committed a portion of its revenues for the benefit of the local community through the Freeport Partnership Fund for Community Development. This fund, which is administered and disbursed by an organization called the *Lembaga Pembangunan Masyarakat Amungme dan Komoro* (LPMAK), has helped to build schools and dormitories, hospitals, places of worship, housing and community facilities in PT Freeport Indonesia's area of operations in Papua. The fund also supports a comprehensive series of health and educational programs and training and income generation initiatives so that Papuans benefit from the economic development taking place in the area. Contributions to the Partnership Fund attributable to PT Freeport Indonesia operation in 2007, including the share of their joint venture partner, Rio Tinto plc, totaled $ 53 million, and the total contributions to the fund since the inception approximate $ 300 million.

Local people pan for gold in the river where tailing flows from the upstream to the coast. This activity is really harmful and destroys the environment and could endanger their life. Several people have been reported died due to land slide disaster. The chemical compound (mercury) being used to pan for gold is really poisonous. The local authority already took measure to ban people to do "illegal mining" in the watershed of tailing. However, it seems this activity become source of household income amid high unemployment level in Papua Province.

2.5.3 OTHER MAJOR PRIVATE SECTOR ENTITIES IN PAPUA

In addition to PT Freeport Indonesia and PT BP Indonesia-Tangguh LNG, there are several other companies that have potential to become partners of USAID in financing development program for Papua and West Papua Provinces.

In the oil and gas sector, Hess Indonesia is involved in exploration and development activities in the Berau Gulf area in Fak Fak and have a strong interest in emulating the work that BP have done further to the east.

[22] Ibid. Page 8.

PT Bade Makmur Orissa Marauke is a film faced and plywood private company in Papua Province with total export value U.S. $ 45.7 million. PT Bade Makmur Orissa Merauke has been nominated as the best exporter who received *Primaniyarta* Award 2007, although total export value in 2007 declined by 21 %.

PT Korindo Abadi in Papua Province, a plywood private entity with total export value U.S. $ 15.2 million.

One area of considerable importance in cultivating future local capacity is in the activation of vocational training schools. A proposal along these lines might find an interest among these companies.

2.6 THE IMPACT OF CLIMATE CHANGE

Global warming and climate change have become priorities of the international community in recent years. There is limited evidence available but what exists suggests mean temperature change in the New Guinea region since the 1970s of around 0.2°C per decade in lowland areas and 0.3°C in the highlands. This is consistent with evidence from other tropical regions, and is reflected by changes in the altitudinal limits of some major food crops.

Of greater concern than temperature increase is the expectation that climate change will exacerbate existing patterns. In the highlands of Papua there have already been severe periods of draught and the possibility of more extensive draught periods with associated famine in isolated communities needs to be considered very seriously.

From the point of view of biodiversity management, many species of upland and alpine flora and fauna not be able to survive expected mean temperature increase, as they run out of habitat in the higher elevations, Recent modelling suggests that 15-37% of a sample of 1103 terrestrial species of plants and animals would eventually succumb to climate changes by 2050 and are 'committed to extinction'. Some species will simply not find suitable habitat available and others will be unable to reach places where the climate is suitable. Changes in habitats from global warming will be more severe at high latitudes and altitudes that are in lowland tropical areas. Some experts believe that an increase of 3°C over the course of the next century would be sufficient to eliminate the alpine herbfield habitat which is currently restricted to elevations above 3900 metres, and that would mean the disappearance of the alpine woolly rat (*Mallonms gunung)* and the worlds largest egg-laying mammal, the long-beaked echidna (*Zaglossus bartoni).*

The elevation of sea surface temperatures as a result of global warming is also a threat to coral reefs Although reefs in the New Guinea region show little evidence of bleaching to date, major bleaching events are predicted on a regular basis within the next 50 years.

Global warming is also expected drive rising sea levels that will have a significant impact on all coastal ecosystems. An increase of 500 mm over 50 years would outstrip the observed growth rate of some corals, which means that low lying coral based islands and atolls would be converted into saline swamps before they are submerged and their sediments are dispersed into the surrounding ocean. The areas covered by sea-grass beds, mangrove forests and coastal wetlands would all be reduced substantially by a 500 mm rise in sea levels. The effect would be especially pronounced in the Gulf of Papua, with a major incursion of seawater over the deltaic floodplains, but all the major river deltas of mainland New Guinea would also be affected to some degree.

2.7 INITIATIVES IN REDEFINING THE PURPOSES OF FORESTS IN PAPUA: POTENTIAL FOR REDD MANAGEMENT OF STORES FOREST CARBON

With the Kyoto Protocol concluding in 2012 the international community is considering the form of potential successors that will reflect experience and new understanding of the dynamics of climate change. One new mechanism based on stored carbon in forest ecosystems was proposed at the UNFCCC COP 11 in Montreal in 2005 to supplement the Clean Development Mechanism (CDM) of the Kyoto Protocol. It was termed *Reduced Emissions from Deforestation* (RED). Indonesia has suggested that this mechanism be expanded to also encompass emissions resulting from forest degradation (REDD).

Carbon credits associated with REDD are fundamentally different from A/R CDM[23], as they derive not from growing new trees but from *avoiding deforestation* and reducing the size of the carbon stock lost as the biomass of forest ecosystems is degraded.

The REDD system will achieve much higher investment rates than A/R CDM projects because of the fundamental differences in the way carbon levels in the atmosphere are reduced. A/R CDM projects sequester carbon from the atmosphere and deliver temporary carbon credits. This means that after the validity of carbon credits expire, buyers must find new carbon credits to replace it with either permanent credit from CDM energy project or other temporary credit. Thus, they are less attractive than credits from other CDM projects which permanently avoid emissions occurring in the first place (e.g. through installing renewable or energy efficiency technologies). REDD projects avoid emissions of carbon into the atmosphere by conserving existing carbon stocks and can therefore be regarded in a similar way to CDM energy projects, which deliver permanent emissions reductions.

The carbon credits generated under a REDD scheme are a consequence of how well new approaches to forest and forest land management succeed in diminishing unnecessary or unplanned carbon loss in comparison to a defined baseline. REDD is a means of providing countries, with significant forest resources, with the financial incentives to retain their forests, by using stored carbon as the natural resource supporting economic development.

REDD is not directed at stopping the use of forests for timber, nor of stopping planned conversion of forests to other economic uses. REDD simply provides a market value for stored carbon which thus becomes another of the natural resources and services which forests offer. REDD credits are produced as a result of savings in carbon emissions against a defined baseline. The baseline represents past rates of loss or projected rates of loss, consistent with national strategic development directions. REDD represents a way to newly value the natural resource of carbon so that it can be considered along with other conventional forest resources, when land use and forest use decisions are made.

The carbon units that may be traded under REDD are those contained in the forest at any one time. The quality of the tradable carbon resource is high when a country can guarantee that the total carbon store at any time will not fall below a predefined amount which is estimated annually as a figure above a published baseline. REDD is therefore dynamic – as a forest is dynamic - growing, maturing, dying and being replaced in a sustainable natural cycle,

[23] Afforestation/Re-afforestation Clean Development Mechanism

maintaining a net carbon pool over time. The annual proportion of carbon retained in the ecosystem through reducing the rate of deforestation and degradation over historic rates is the potential financial return to a country from its forest carbon resource.

Frameworks exist for accounting and reporting greenhouse gas emissions for the LULUCF sector (Table 2). LULUCF is the only reporting sector where the reporting requirements for the UNFCCC and the Kyoto Protocol are not the same, having different coverage, and reporting guidelines. For the national inventories, policy frameworks and reporting guidelines can be drawn from the Marrakech Accords; 1996 IPCC (revised) Guidelines and their 2003 Good Practice Guidance for LULUCF (GPG-LULUCF). The IPCC has also adopted a more recent set of estimation guidelines that integrate Agriculture and LULUCF to form the Agriculture, Land Use and Forestry (AFOLU) component of the 2006 IPCC Guidelines.

TABLE 2: EXISITING FRAMEWORKS FOR THE LAND USE, LAND USE CHANGED AND FORESTRY SECTOR

UNFCCC (2003GPG and 2006 AFOLU)	Kyoto National	Kyoto Flexibility (trade)
Six land use classes and conversion between them: ▪ Forest lands ▪ Grassland ▪ Crop land ▪ Settlement ▪ Wetland ▪ Other	Article 3.3 ▪ A & R Article 3.4 ▪ Cropland management ▪ Grazing land management ▪ Forest management	CDM ▪ Proposed RED ▪ Degradation yet to be defined but could be contained within forest management
Deforestation = forest converted to another land category	Controlled by the Rules and Modalities (including Definitions) of the Marrakesh Accords	

As deforestation and forest degradation result in CO2 emissions, Indonesia has the potential to significantly benefit from REDD. Estimates vary widely because of the uncertainty surrounding the possible levels of reduced deforestation that can actually be achieved and the values that could be attached to carbon emissions; but even conservative figures are sizeable. By halving the annual rates of forest loss which occurred in Indonesia between 2000 and 2005 (see Table 4 and 6), the estimated value of carbon credits is between $ 2.5 and $4.5 billion per year[24]. These amounts are considerable compared to the annual state budget for the MoFr[25]. They represent a significant economic incentive to design better and more sustainable approaches to the use of forest resources.

In the Indonesian context REDD payments for verified reductions in past rates of deforestation could facilitate GOI proposals for a doubling in size of the pulp and paper industry from 6 million to 12 million tonnes; to more than double exports of palm oil from the current $ 3.75 billion to something in the order of $ 7 billion a year; and to sustain an expanded timber industry which currently generates about $4 billion a year.

[24] Current price on REDD voluntary market is between 10 and 18 US$ per tonne CO_2
[25] MOF annual budget is about $ 470 million.

The investment cost of a broadly based integrated forest, agriculture, rural development and forest industry sector program, designed to create a sustainable forest management regime which maximizes Indonesia's tradable forest carbon resources is estimated at in excess of $10 billion between 2008 and 2012. REDD-related financial resources could make a very significant contribution to meeting the costs to be faced by provincial and district government administrations, and by the pulp paper, oil palm and timber industries, during the transition period before adequate additional plantation and oil palm resources come on stream. REDD-related incomes could also support a substantial investment in peat land restoration and broadly-based, rural and village level forest enterprises. Such an investment could result in alternative and sustainable livelihoods for many of Indonesia's 10 million lowest income families who currently survive on uncontrolled harvesting of forest and expansion of slash and burn agriculture

The production of a REDD carbon credit requires a series of steps for which new institutions and practices will be required. These will operate at the national level but also at sub-national levels of government and at the level of the project. The steps are:

1. The development of an organizational/ management infrastructure capable of:
    - setting a baseline against which annual emissions can be measured ;
    - The capacity to monitor the changes with sufficient precision to deliver confidence and quality to the tradable carbon credits;
    - A structure through which the sale of carbon credits could be managed
    - A structure by which income from the trade in carbon credits can be distributed to those agencies or groups responsible for achieving the reductions.
2. The identification of those activities, or organizational and industry changes necessary to achieve a reduction in emissions; and
3. The development of a carbon market system capable of handling the trade, especially recognizing the nature and source of potential buyers.
4. A system of forest governance that ensures that law is enforced; that systematic issue of governance such as transparency is addressed and that car bon transactions are safeguarded.

The progression of steps represents a system and all steps need to be achieved in order to produce tradable credits.

In Kabupaten Sorong Selatan, 28,057 hectare of protected forest, 65,384 hectare of natural resource conservation and 379,371 hectare of conversion production forest are potential for trading of carbon emission which in turn can be used as sources of local government revenue. However, the local government seems does not understand yet how to do so. At the mean time the *Dinas Kehutanan and Perkebunan* Kabupaten Sorong Selatan has determined 100,000 hectare of the conversion production forest areas to be allocated for palm oil estates.

2.8 VULNERABILITY TO NATURAL DISASTERS AND CAPACITY TO RESPOND

2.8.1 INTEGRATION OF DISASTER RISK REDUCTION IN THE PLANNING PRIORITY

Indonesia is situated at a juncture of the Asian Plate, Indian Ocean Plate, Australian Plate and the Pacific Ocean Flat. Indonesia is also located on crossing three mountain systems: Alpine Sundae, Circum Pacific and Circum Australia. Across the country there are more than 500 volcanoes of which 128 are still active. Papua and West Papua are vulnerable especially to earthquakes stemming from uplift as the Australian Plate pushes northward under the Pacific Ocean Plate. This process of plate migration is responsible for the high cordillera which runs east west across the island of New Guinea, the extensive swamplands which characterize the emerging southern coast and the spectacular forest covered gulfs of the downward titlting north coast. The seriousness of the risks of earthquake were brought home to the team on the 4th January 2009 when a series of powerful earthquakes rocked Manokwari, the capital of West Papua, killing four people, injuring dozens and destroying hundreds of buildings and damaging infrastructure,including two airports across the north coast of WesT Papua Province.The first quake, magnitude 7.6, struck at 4:43 a.m. local time about 135 kilometers from Manokwari at a depth of 35 kilometers, the U.S. Geological Survey reported. Dozens of aftershocks followed.[26] One 7.3-magnitude quake was felt as far away as Australia and sent small tsunamis into Japan's south-eastern coast

Despite the vulnerability of the country and the provinces of Papua to these major movements of the earth, the policy, legal and regulatory framework is not fully in place to make disaster risk reduction a normal part of the decentralized, local level development process. It is important to help enact and implement the policy, legal and regulatory framework of disaster management at the local level. It is particularly responds to national and local level gaps in and the need for sustained programs of disaster prevention, preparedness and mitigation recognized by the GOI. It is required to support the GOI in its efforts to focus disaster management on the link between development and disasters by making disaster risk reduction a normal part of the decentralized, local level development process.[27]

Major issues on disaster management in Indonesia are: (i) lack of management capacity on disaster response (i.e. delay in management of emergency response, lack of coordination in planning and programming for post-disaster recovery, institutional framework is more focus on emergency response, rather than post-disaster recovery, funding more emphasizes on emergency response, (ii) lack of understanding in disaster risk reduction (i.e. lack of understanding in the preparation of disaster preparedness and risk reduction, lack of institutional performance in the management of risk reduction, lack of planning and programming for risk reduction and lack of incorporating risk disaster mitigation into spatial plans (iii) Law No. 24/2007 on disaster management has led to a new paradigm.

[26] Jakarta Post, 5th January 2009. *Earthquakes lay waste to Manokwari kill four*. Page 1.
[27] Bappenas, 2006. *National Action Plan for Disaster Reduction (2006-2009)*. Bappenas and Bakornas in collaboration with UNDP

2.8.2 DISASTER RISK REDUCTION

The cheapest way to reduce the risk of damage from natural disasters is to take planning steps related to the settlement of people and the infrastructure of the built environment that reduces risk of impact.

Indonesia's national policy is set by the National Action Plan for Disaster Reduction (2006-2009) issued in 2006 by Bappenas and the national Coordinating Agency for Disaster Management (BAKORNAS). The plan supports risk-reducing development in all sectors by providing guidelines and information for decision-makers to pledge commitment to cross-sectoral and cross-jurisdictional priority programs for disaster risk reduction. The Plan specifically includes climate-related disasters such as floods, landslides, and forest and land fires. The action plan itself seeks to reduce disaster risk factors from unsustainable development practices that are worsened by the impact of climate change. It also promotes the integration of risk reduction associated with existing climate variability and future climate change.

There are 5 (five) priority activities of NAP-DRR 2006-2009: (i) Incorporating DRR into national and local priority policies with a strong institutional basis for implementation (ii) Identifying, assessing and monitoring disaster risks and enhancing early warning system, (iii) Using knowledge, innovation and education to build a safety culture and resilience at all administrative and community level (iv) Reducing underlying risk factors, (v) Strengthening disaster preparedness for effective response at all level.

The Government of Indonesia is promoting Disaster Risk Reduction through:

- Socializing and implementing the new disaster management law, NAP-DRR at all levels as well as at the community level
- Increasing the effectiveness of spatial plans to reduce disaster risk, within the context of sustainable development
- Improving knowledge and participation of community and community based organizations (CBOs) in disaster preparedness and risk reduction (CBDRM)
- Improving programming and planning for disaster preparedness and risk mitigation, along with the Action Plans for Disaster Risk Reduction at the community level.
- Enhancing institutional capacity building of provincial and local governments to support community resilience for disaster risk management, in formulating and implementing local and community plans for disaster risk reduction.

2.8.3 DISASTER RELIEF

The legal basis for national policy related to the alleviation of the impacts of natural disasters is found in Law No. 24 Year 2007. Based upon this law, funding may be allocated from the National Revenue and Expenditure Budget (APBN) for pre-disaster, emergency, and post disaster phases. For 2007, the central government allocated a contingency fund of Rp 2.7 trillion, increasing to Rp 3 trillion in 2008 and 2009. [28]

[28] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter VI-76

The Strategic Assessment for Spatial Planning in Papua Province, Indonesia – the World Bank and Papua Province's Strategic Environment Assessment Program (*Penilaian Strategis untuk Perencanaan Ruang di Propinsi Papua, Indonesia*) has dealt only lightly with disaster risk reduction. In West Papua there is little evidence of any steps having been taken to deal with disaster risk reduction in the planning of the regional development despite the incidence of three major earthqualkes in the Manokwari area sionce 1996.

On 4th December 2008, *Dinas Sosial* (Regional Office of Social) Papua Province conducted socialization of the National Policy on Disaster Reduction in Jayapura. This meeting was attended by representative of related institution on disaster reduction, amongst others *Dinas Sosial* Papua Province, *Dinas Social Kabupaten/Kota*, *Dinas Kesehatan*, Polresta (City Police Resort) Jayapura, *Kavaleri* (Cavalry) – Indonesian Army and representative from *Sinode GKI*. This activity is aimed to socialize Law No. 24 Year 2007 regarding disaster reduction.[29]

2.8.4 POTENTIAL FOR DONOR ASSISTANCE

In West Papua there has not been a significant effort put into structuring or training disaster preparedness activities. There is a lack of well trained or skilled civil servants or community volunteers able to provide a first emergency response in the region. Donors might consider providing technical assistance for Disaster Management Planning and capacity building on first emergency response to local society (i.e. medical doctors, nurses/paramedics, staffs of Search and Rescue/SAR, city fires, staffs of local office of disaster relief, teachers, students, informal leaders, member of mass organizations, and other corps of natural disaster volunteer etc).

Given the fact that condition of infrastructure in West Papua and Papua Province are amongst the worst compare to other province in Indonesia, disaster preparedness and disaster risk reduction action plans should be put in high priority.

2.9 DISCUSSION: ISSUES FOR TECHNICAL ASSISTANCE AND A STRATEGY FOR USAID

Issues of environment in the provinces of Papua and Papua Barat are highly complex – not because of the usual reasons: high biodiversity; many eco-regions; high forest cover; but because of the way the land has been settled and governed. Like so many things about Papua the contextual reality has to be understood before realistic approaches to aid interventions can be determined.

The environment within which conservation and natural resource management decisions are taken is different from that elsewhere in Indonesia and from most parts of the world. The environmental differences are:

- A very low human population density of 17 per square kilometer and a total population of around 2.5 million (2006), of which only 66% are ethnic Papuans;

[29] Harian Bisnis Papua, 4th December 2008. *Dinsos Papua Gelar Sosialisasi Kebijakan National Penanggulangan Benca*na. Page 2

- Enormous areas of essentially wilderness forest in watersheds and along coastlines with levels of disturbance too little to drive ecosystem change;
- Levels of terrestrial and marine biodiversity far greater than other parts of Indonesia and of global significance;
- A land/sea and natural resources customary ownership system which essentially pits local tribal and clan perceptions of what is *acceptable environmental change* against those of statutory government (national, provincial and kabupaten);
- Non-renewable mineral and oil and gas resources greater than any other part of Indonesia and still largely undeveloped;
- Large areas of tropical forest representing the frontier for the forest timber industry of Asia.
- Large areas of apparently empty land apparently able to be converted for extensive agricultural and estate crops;

The threats, and the conservation and natural resource management differences from other parts of Indonesia, are:

- Pressures for environmental change are essentially external in origin: national and foreign investors in forestry, mineral and oil exploitation and fisheries are showing high and increasing interest;
- Awareness of and pressures for conserving the biological resources of these diverse and complex ecosystems is largely international. Organisations such as WWF, Conservation International. The Nature Conservancy and the World Conservation Union have all identified the marine and terrestrial ecosystems of the region of global significance and are promoting programs there.
- The national, provincial and local governments are economically dependent on the utilization of Papuan natural resources for economic development and foreign exchange;
- Neither the national, provincial or local governments have the administrative and regulatory capability to effectively respond to development proposals from external sources to ensure sustainable management regimes.

This situation is so different from usual circumstances because:

- Disturbance and degradation of the environment is being driven by stakeholders who are different from those who have the closest traditional claims upon it;
- These disturbances would probably not occur at the same intensity or in the same way if this were not so;
- The government, representing the people with closest connection to the land and its resources, either have limited power to change or regulate the circumstances,; or may facilitate them;
- International conservation organisations which seek to maintain the environment in its traditionally recognized form and complexity have to be very careful that the scale and scope of their activities give priority to the aspirations of the host communities and do not assume that global conservation objectives are pre-eminent.

The consequence of this set of circumstances is that when a government decision is taken for a land or resource use, the people who are closest to the land and the resources being exploited are unequipped to be a part of the management of the change, although they are

required to live with the consequences. Cases have already been documented where the changed circumstances have had tragic impacts through destruction of social integrity and checks and balances and also the proliferation of pollution.

In seeking appropriate interventions there are therefore three viewpoints:

1. Can assistance alter the way that development investments are made to mitigate impacts and provide assistance with change for the local communities who suffer the change?
2. Can governments and regulators be assisted to make wise decisions that give appropriate and just credibility to those who have traditional ownership of the land and resources?
3. Can assistance be given to external organisations who wish to assist in resources conservation to ensure that the values being preserved are also owned by the local communities and that they are given just opportunities to decide on how they are used according to their own value systems?

3. THE STRUCTURE OF SOCIETIES IN PAPUA

3.1 GENERAL PATTERNS OF DISTRIBUTION OF ETHNIC PAPUAN SOCIETIES

The Papua Province covers an area of 31,706,208 square kilometers or equaling three times the area of Java. It has with a population of 2.000.738 a low population density of 15,8 people per square kilometer (Papua in Figures, 2007). Notwithstanding its relative small population, from its ethnic and cultural point view, it shows an extremely large diversity. This ethnic diversity is reflected in various cultural elements, such as language, social structure, leadership systems and livelihoods, closely related to the different ecological zones that can be distuinguished.

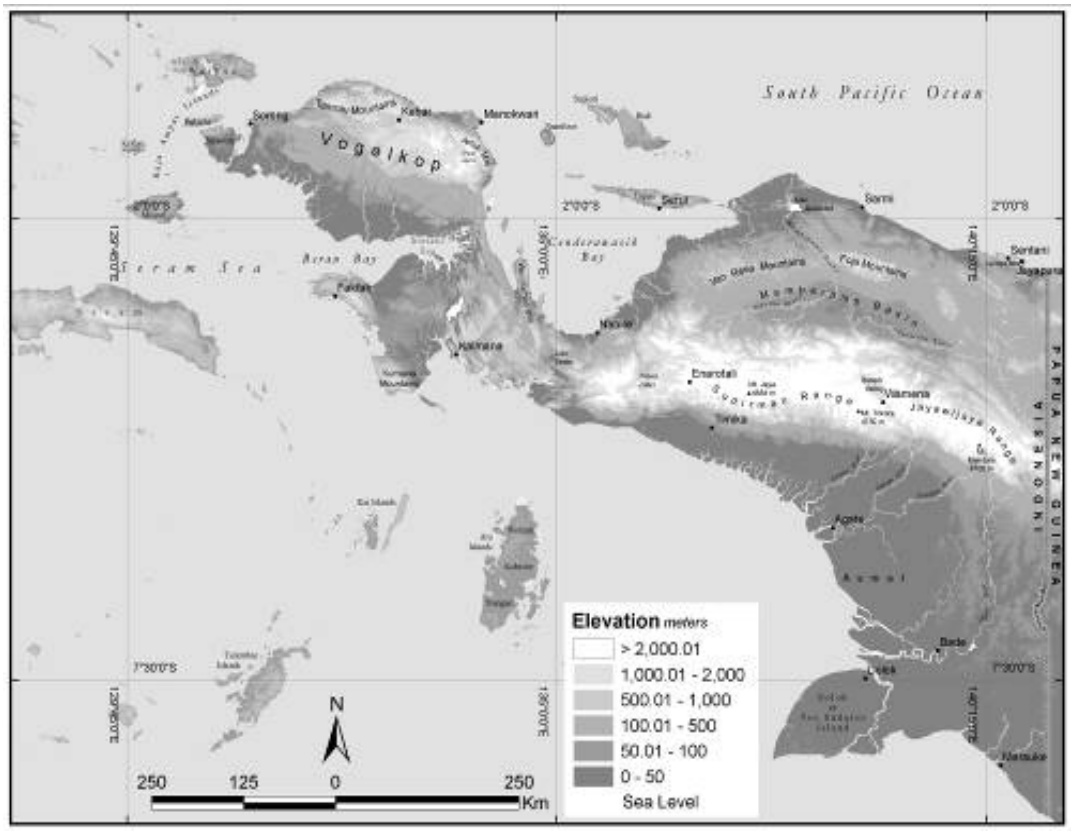
The human populations of Papua and West Papua and also to a large degree some of the key elements of their culture and world view, are influenced by geography. This is not difficult to understand in an environment where insect pests and disease have been a present danger throughout the long history of human settlement. A capacity to escape from the predations of cultural competitors has also been a strong factor. The Provinces of Indonesian New Guinea (Papua and West Papua) are in this way similar to the patterns of settlement in Papua New Guinea and also in other Pacific Islands within the Melanesian domain. In general the highlands have become the most densely populated by people more focused on established villages and agriculture, while in the rich lowlands people have been more able to live by fishing and hunting and the staple of *sagu* ever present in the vast wetland swamps. Malcoln and Mansoben (1987; 1990) have distinguished four ecological zones whose characteristics coincide well with the characteristics of the ethnic groups that are found there and also with population numbers and densities. These four zones are: the lowland swampy areas of the coasts and riverine areas; the drier coastal areas including the beaches and islands; the foothills and small valleys; and the highlands (Figure 6).

One of the enduring and common ways in which the people of Papua are distinguished is whether they are *highland* or *lowland*, with highlands traditionally being associated with agriculture and leadership through the accumulation of agricultural produce and lowlands being associated with less sedentary communities land leadership through the accumulation of valuables from outside. Lowland cultures also generally tend to be associated with more violent gender relations, in which the polluting role of women is stressed, posing a threat to male strength and health.

The further distinguishing environmental parameter is the geographical relationship to long established trade routes connecting Indonesian Papua to the broader Indonesian archipelago and to South East Asia and the Pacific. Jayapura is a very significant port on the north coast of the island of New Guinea as evidenced by the history of battlefield landings during the Second World War, while the major towns of West Papua: Manokwari, Kaimana and especially Sorong and Fak Fak attest to trade links between Papua and the indo-malayan region which go back many generations. These towns remain centres of migration and communication between Papua, NTT Java and especially South and North Sulawesi which occurred before and will always surpass official efforts at transmigration. The importance of theses factors is illusrtaed by location of Jayapura City and Sorong City as the two most

densely populated areas. As the wealth of Papua and West Papua has grown since decentralisation and Special Autonomy, these centres have become major beachheads of a rapidly growing, multi-ethnic society, which in most urban areas now exceeds the ethnic Papuans in number.

Figure 6: The Geographical Zones of Papua and West Papua: Highlands; Foothills and valleys; Lowland Swamps and rivers; Coasts. Beaches and islands (Government of Papua Province 2008)



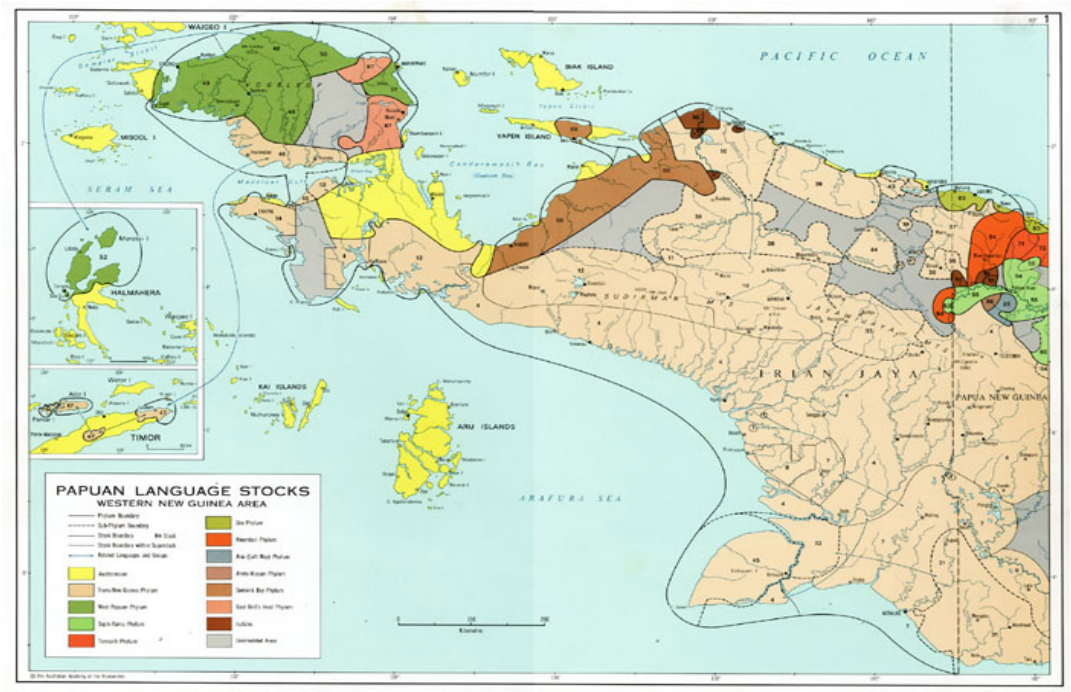
3.2 WHAT IS THE ETHNIC AND LANGUAGE STRUCTURE OF PAPUA SOCIETY?

The Papua population in general is divided into two major language groups, the Austronesion and Non Austronesian or Papuan languages. New Guina has more genetic diversity in its languages than any other region in the world (Pawley, 1997). The approximatedly 150 Austronesian languages are foremost restricted to the coalstal and island areas, indicating the influence of Austronesians that moved into the area some 4000 years ago from the West, whereas the 750 Non-Austronesian languages are foremost spoken in the interior (or upland hills and highlands). In the Indonesian part of New Guinea some 250 different languages can be distuinguished, mostly belonging to non-Austroneslan languages, indicating a Melanesian ethno-linguistic background (Figure 7). This Melanesian background likewise dominates

Papuan cultures, which indicates that they are in many ways rather different from the groups belonging to the Austronesain languages, such as spoken in most parts of Indonesia.

Each ethnic group speaking a different language distinguishes itself from groups speaking other languages. This means that from the language viewpoint, there are more or less 250 ethnic groups, some counting less than a 1000 members and on the verge of extinction. Indonesian is used as a lingua franca As many Papuans marry into other villages, often speaking a different language, most Papuans are able to speak several local languages.

Figure 7: Distribution of the major language groups within Papua and West Papua Provinces (Flassy 1997[30])



3.3 WHAT ARE THE KEYS HISTORICAL AND ON-GOING ISSUES AFFECTING PAPUAN SOCIETY?

- Christianization processes resulted in Protestant and Catholic areas, sometimes dividing communities or clans and especially in Catholic areas leading to a rapid destruction of local cultural heritage.
- Slave trade was abolished particularly late in Papua compared to the rest of Indonesia, with their descendants still being considered as lower in status
- The geopolitics of colonization and nationalism caused an abrubt and random separation between members of one family, villages, or clans, with till today many clasns crossing the border with PNG to access their gardens

[30] Flassy, Don A.L. 1997. *Totor: a name beyond language and culture fusion.* Government of Papua Province, Jayapura.

- With colonizers new deadly diseases were introduced, disseminating large proportions of the local population. Ever since the West is where illnesses come from, from transmigrants, soldiers, traders, certain categories of foreigners.
- The Japanese period destroyed much of the infrastructures that had been built up by the Dutch, with local people often returning to their clan domains and traditional lifestyles, or joining opposition movements.
- Only from the 1950's onwards headhunting has become extinct throughout Papua, but cases of witch slaughter still exist, leading to fear and suspicion.
- Various Papuan groups are involved in Messianistic movements. There is a belief that true believers of cargo/Christianity/fertility cults have a right to receive blessing by virtue of their strong belief, moral superiority or descent to the land. From this perspective cargo is just a small pay off for what is rightfully theirs. The real wealth is kept by non-Papuan people who are in power and in effect 'stealing' most of what should belong to Papuans, or who do not want to share development with Papuans. This view is one which could be easily cultivated to become the driver of severe inter-ethnic conflict as the discrepancies in wealth and opportunity become stronger and Papuans feel themselves to be even more in the minority.
- Transmigrantion is often experienced as a nationalistic strategy to transform Papuans in Indonesians, to take away their land and to spread illnesses
- As a reaction to Papuan freedom movements, and to protect Indonesia's interest in the natural resources of Papua, there are relatively large amounts of soldiers living within villages, sometimes assisting local people with medicines or transportation, but often forcing them to sell their forest production to them against lower prices than they would get at the market. Local girls get pregnant out of marriage and can't expect contributions to raise these children

3.4 HOW ARE PAPUAN SOCIETIES ORGANISED?

Social structure refers to the forms of social relations governing community life, consisting of households, kinship relations, which are realized in a kinship system as well as hereditary legacy, gender relations and leadership.

3.4.1 HOUSEHOLDS

A household usually extends the nuclear family, includings the extended family, members such as parents, brothers, sisters, their spouces and their children, and grandparents. Within a household people do not always share the same food, such as is the case when children are married but live in the same house, different couples often having their own cooking place and room within the house. They share the same land and have a joint responsibility in raising the children. When addressing households in development programmes, then, it is important to realize that these usually consist of an extended family that shares part of their income or production with its members.

Although husband and wife are members of the same household, this does not necessarily mean that they share all food. Part of the food may be shared with other persons than the spouce and children, with meat or seafish predominantly shared among male members of the household as a common example in for instance coastal areas. A major reason provided is that these types of food are tabood for women in the reproductive age and for small children, harming their health. Women are often responsible for providing vegetables and food that is also suitable for women and children. Within the household there is a clear division in male and female contributions to the shared food or income, and with often an unequal division of these resources.

3.4.2 KINSHIP

Understanding the term kinship is important, since this term sets as condition the rights and obligations to be portrayed in the totality of social life. On the basis of an anthropological study, Pouwer (1966) indicated that the Papua people can be devided into four groups based on the kinship system.

The different kinship systems reveal a variety of marriage patterns and relationships within an ethno-linguistic group, defining hierarchy, exchange of food, mutual aid, access to land or other resources, and hereditary rights. The way in which kinship relations are organized influence the position of women and the division of leadership and ritual roles within communities. For these reasons it is important to gain some understanding of kinship systems prevalent in the regions in which an intervention is planned.

In most systems women 'marry-in' the family of their husband, moving into the house of their in-laws. For women this type of marriage is often less advanteous because the children born in marriage belong to the family of the husband and women would loose all rights to their offsprong in case of divorce. Usually the family of the husband provides a brideprice to the family of the wife at marriage, who are not always inclined to return this when a woman would want a divorce, thus forcing her to stay even if her husband is abusing her. An important reasoning behind this hesitance to help is the right of husbands to their wifes by virtue of the brideprice, the fact that a woman's brothers have used the brideprice to marry themselves, and to avoid tensions between both families, who find continuation of this relationship in the interest of both families and the entire clan. A marriage is a node in a chain of relationships between many different families and can therefore not easily be broken.

In various parts of Papua polygamy is common practice, in which case for instance sexual transferable diseases are more easily spread and women may experience significant social and psychological constraints. Another aspect of kinship systems that relates to gender relations and women's well being is the extent in which the husband is obliged to provide for his wife. In for instance Marind groups around Merauke a man's prior obligation concerns his brothers and elder male relatives, sharing food with them and only after that with their wife. The result may be that reproductive women experience nutritional shortages, especially when they are less able to provide for themselves when pregnant or weaning a young child.

3.4.3 EXCHANGE OBLIGATIONS AND INHERITANCE

Through kinship long-lasting chains of exchange relationships are established, not only exchanging wives but also goods, status, sresources (such as land) and 'life force', or the flow of life in the form of descendants. Families that enter marriage relations as wife-givers provide the receiving family with the possibility to strengthen their family and to reproduce it through desecendants. Within a kinship group members are obliged to take care of each other and each other's children, the mebers being defined according to the specific kinship system that is followed (so not always including wives or other female relatives). Members help each other to build houses, clear land or prepare for a ritual meal. Solidarity is high and enforced by kinship rules.

The need to share can affect the generation of wealth considerably, as members of the same kinship group can not only claim the time of its members but also a share in this wealth. Producing more than others can thus result in dividing surplus among kin rather than in selling it at the market and consuming its profit. Although this can increase a persons' status considerably it will not increase his or her savings.

There exist three hereditary principles, i.e. (1) via the father's linage or patrilineal (Meybrat, Mee, Dani, Biak, Waropen, Wandamen, Sentani, Marind-anim, and Nimboran; (2) by means of the bilateral principle i.e. via the father or mother linage (people in Sarmi back country); (3) through the ambilateral or ambilineal structure (the Mimika, Mapi, and Manikion people) where inheritance can be arranged via the mother's linage.[31] Titles, heirlooms, ritual skills and land are thus either transferred to the next generations through the father's or (less often) the mother's lineage, or both. Lineages that provide local leaders keep these roles within the own group, regenerating local social structure with each new generation of sons.

3.4.4 CLANS

The extended family and clan are the most basic social units in Papua and are considered by some as their own informal community-based organizations. In many cases the core of a kinship group, involving several families, is based on descent from a common ancestor and a shared relationship to ancestral land. Families that can trace most close links to this ancestor hold most claims to this land, with however other families having the right to use this land by virtue of kinship or marriage. First in line also means the right to entitlements such as hereditary leadership roles and privileges. Clans often have their own totem, which in practice means that certain food types that are associated with the totem are tabood, which can limit nutritional intake.

Loyalty is expected among clan members. Clans provide a networking structure, also for members that left the domain of origins. This can influence the division of jobs in urban areas or government positions.

Various ethno-linguistic groups recognize the division of the community into a phratry or moiety, existing of several clans, which is the case for instance for the Asmat (aipmu-aipem), Dani (Waita-Waya) and Waropen (buriworai-buriferai).[32] This extended network not only provides a common identity but also potential exchange and marriage partners and easier access to unfamiliar areas.

[31] see the Bruijn, 1959; van der Leeden, 1954, Power, 1966.
[32] Mansoben, 1974, Held, 1947, Kamma, 1972, Schoorl, 1957, Heider, 1979-1980.

The pluralistic nature of the Papuans is also evident from the ulayat land right principle. Among the Papuans, there exist ethnic collectives that manage the ulayat land right system through clans, thus constituting communes (Dani, Meybrat, Arfak, Sentani, Biak, Auwyu, Yawa, Waropen, Marind-anim). In addition there also exist collectives that manage the ulayat land right through the core families or individual rights (Mee).[33]

Kinship regulatons and the grouping of families and their lineages within a wider clan or even moiety context largely define the social world of individuals and the ways in which these relationships are forged and maintained. The need to share and maintain long lasting relationships outside the own household provides access to marriage partners, land and larger resource networks. Women are a major medium for establishing and maintaining relationships between groups which makes their position ambiguous, often being an outsider in both her husbands and her own family with consequently less protection and rights.

3.5 INDIGENOUS PAPUANS IN RELATION TO MAINSTREAM AND EVOLVING MODERN INDONESIA

3.5.1 DEMOGRAPHY AND PREASSURES OF CHANGE

The changes that are occurring and their apparent impacts on the social structure of both Provinces can be deduced by examining the demographic structure of the population:

- The proportion of ethnic Papuans in the Papuan population is decreasing rapidly
- Womens' hardhips are expressed in the demographic structure, with a significant lower proportion of women in the elder age groups

The points which are curious about this structure are that it does not reveal the expected relatively higher percentage of young children compared to older age groups in such a economically depressed population. This affect may be dampened by the reported high rates of natal mortality but the result is at odds with other comparable situations in Melanesia and is not consistent with statistics for birth rates. In the expected circumstances the structure would be expected to have a broader base and a prominent expression of reducing numbers among older age classes. This is the situation in Papua New Guinea and in the Solomon Islands.

What appears to be the case in these Indonesian Provinces of Papua is the result of in-migration from other parts of Indonesia: a pattern that appears to be reinforced by the pulse in the structure among age classes above 16 years old through to 40 years old. The pattern is also consistent with a relatively greater number of men entering the population in these age classes, as suggested in respondent interviews (Figure 8).

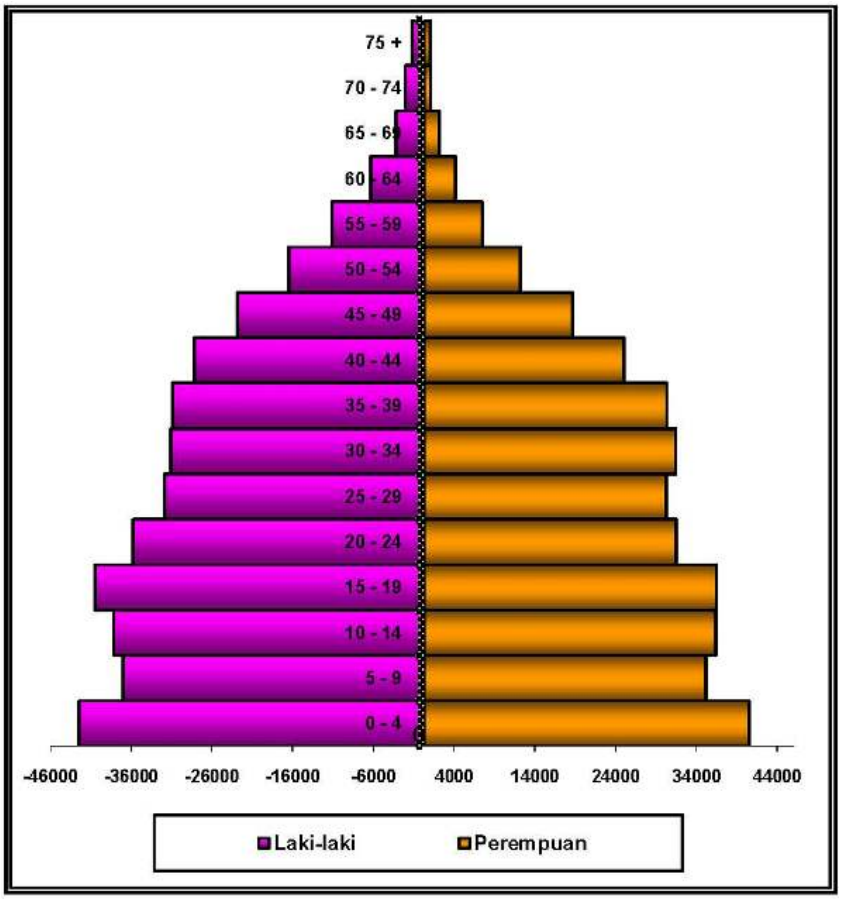
The situation is consistent with the figures on in-migration and the relative proportion of ethnic Papuans in the population. For example, in 1959 the percentage of the population that was migrants was less than 2. This rose to 4 by 1971; 35 in 2000 and is expected to be over

[33] Pouwer, 1970, Galis, 1970, Schoorl, 1970, Verscheuren 1970, de Bruijn, 1970, Ploeg, 1970, Lavalin International Inc, and PT. Hasfarm Dian Consultant, 1988).

50 by 2011[34]. Already the populations in the larger towns and the cities of Jayapura and Sorong are already over half non-ethnic Papuan, mainly originating from Sulawesi, Java and NTT.

The second feature of the demographic structure is the bias in the number of men compared to women in the older age classes where ratios of up to 1.33:1.0 are reported. If these adata are correct, they show a disturbing impact of the way of life and the values placed on womens' health in these societies.

Figure 8: The demographic structure of the population of West Papua in 2007



3.5.2 HEALTH

Special autonomy is designed to boost spending especially in the health, education and infrastructure sectors. The ultimate objective is to accelerate Papua's development and increase the quality of life of its people, especially ethnic Papuans. Health standards in Papua are considerably worse than in other parts of Indonesia. For the fiscal year 2008, the local government of Papua Province allocated budget for health sector is Rp. 124.083 billion or 2.4 % of total Provincial Budget (APBD).

The number of children under the age of five who were suffering from malnutrition in Papua Province after the break up of Papua in 2006 was 31.2%. In 2005, infant mortality rate was

[34] LIPI 2008. Papua Road Map: Negotiating the past, improving the present and securing the future.

43, while life expectation was 66.2 years. In terms of the number of people infected with malaria, Papua occupies the second rank: 38,449. Meanwhile, in terms of the mortality rate of pregnant women (MMR), Papua Province is the worse province. In 2005, the mortality rate of pregnant women in Papua was 647 deaths per 100,000 births.

The primary cause of the high mortality rate around childbirth is the absence of a well-functioning infrastructure of health services at community level, which makes it difficult for pregnant women to obtain medical assistance and other basic health services during pregnancy. The geographical setting of Papua composed of mountains and forest, and the scattered places of residence are the main obstacles in establishing health infrastructures and providing medical staff.

3.5.2.1 HIV/AIDS

Until 2007, it was recorded that 1,268 people were infected with AIDS in Papua and this number is the second highest number of AIDS victims at the national level. Meanwhile in 2007, it was recorded that 58 people were infected with AIDS in West Papua Province.[35] Actual numbers are hard to guess but will be considerably higher as victims are underreporting out of shame or lack of knowledge.

According to estimates from the Government Health Service in Papua (2003), 68 % of HIV infected people are indigenous Papuans, 22 % are non-Papuan and 10 % are in the high risk groups, such as sex workers and their customers. With expansion of the mining, oil and timber industries, as well as the arrival of the security forces in large numbers, many isolated areas in Papua have developed and accompanying sex industries. Going forward, the sex industry is thus a likely accelerator of HIV infections as the industry continuous to prosper. However, risky sexual behavior in general (such as starting sexual activities at a relatively young age and frequently changing partners) is responsible for over 90 % of HIV/AIDS infection in Papua.[36]

Public knowledge of HIVa/AIDS is very limited and AIDS patients are stigmatized. In many villages patients are being isolated or even dispelled. Information about AIDS is also often misleading, and rumors about genocide are circulating — such as that people with HIV are sent to Papua or that the Indonesian army is spreading the virus around to decimate the Papuan population. Many religious leaders, even teachers, in villages do not have adequate and appropriate understanding of HIV/AIDS.

[35] United Nations, 2007. Report on the Achievement of Millennium Development Goals Indonesia. Page 129-130.
[36] UNDP, August 2005. *Papua Needs Assessment An Overview of Findings and Implications for the Programming of Development Assistance*. Page 23.

A brief history of health services in Papua

The Soeharto government put a lot of efforts in improving the medical services in Papua. The number of general clinics and hospitals rapidly increased since the 1970s. Many new trained doctors and medical back ups were provided by the central government, but they were still in shortage of medicine and equipment. Especially the remote areas in the mountains and the southern low territories lagged behind because of the lacking infrastructure and harsh working environment that deterred the doctors and nurses. In some areas, diseases like malaria, frambusia, leprocy, ISPA (respiratory diseases), TBC and sexual illness were widespread.

In the beginning of 1the 970s, a national attempt known as Family Planning Training (*Pembinaan Keluarga Berencana*) was stipulated in Papua. The smalles operational unit of this program was formed by the community health centres (Posyandu), also providing check ups for pregnant women and vaccination programmes, run by volunteers and mobile nurses from the health centres (Puskesmas). However, these centres are still having problems with medical supplies, trained personnel and poor planning and coordination.

For about three months, from June 4 to August 30, 2007 the Governor of Papua Province conducted the *Turun Kampung*/Going Down to Village (TURKAM) Program. During this period, the Governour visited 34 locations.[37] At each location, the Governor did not just meet and hold dialogues with local authorities, *kabupaten,* city, *kecamatan* and villages, but also with all elements of society in villages. The findings of the TURKAM show the current condition of public health in Papua. Findings related to health include nutrition, health services and health seekers.

These findings bring actually no major surprises, but the TURKAM is nevertheless a very innovative initiative as it covers many different locations and at least as many dialogues between governments and community members, which decreases the distance that usually exists between policy makers and beneficiaries. Moreover, by tackling a multitude of issues it has a holistic approach, providing a general overview of the major issues as experienced at village level.

3.5.2.2 Maternal and Child Health

From the dialogue with the communities in villages the TURKHAM survey found several important aspects related to food and nutrition[38] and reproductive health that continue to affect their health severely, despite the fact that there have been many government and donor programees over the years to tackle these vary issues:

1. The number of government civil servants involved in the improvement of food an nutrition is very limited, especially for vulnerable groups like pregnant women, under five years old children and school children.
2. The government is urged to pay attention to the health cadres at the integrated mother and children services (Posyandu).
3. Women who are still breast-feeding their children show anemia symptoms, pregnant women with high risk (under 18 years old) also suffer from anemia. Women suffering

[37] Report from trip to Papuan villages by Governor Barnabas Suebu and Vice Governor Alex Hesegem 2007. *People Driven Development*. Page 6.
[38] Ibid. Page 9.

from amenia get pregnant again within two years after giving birth, thusi increasing the risk. Many women do not participate in the family planning program.

4. Children less than five years old are thin and suffer from symptoms of respiratory disease (ISPA) and goiter, the latter also affecting many women. Many of the goiter sufferers have the habit to consume uncooked staple food, such as cassava. Anemia victims usually do not have regular consumption pattern, often only eating once per day.
5. Most pregnant women did not routinely check their pregnancy at the community health center (Puskesmas). They prefer to be assisted by traditional midwifes during the delivery.
6. Not all children participate in the vaccination programme of the Posyandu, or do not attend it regularly
7. In some areas malnuroushed schoolchildren were detected (such as Kokonao and Napan), with some of them being paralyzed. According to the head of Nabire's Health Agency, the number of malnourished children in the area was quite high although his office has been active to medicate them.
8. In Sugapa they found babies suffering from cretinism. There are many mute and deaf adults. The same thing also in Mulia.

3.5.2.3 Basic Health Services

3.5.2.3.1 Health Services Providers

The survey team visited various health facilities: from well-equipped rural hospitals to poorly-maintained Puskesmas. The condition of auxiliary Puskesmas (Pustu) or rural polyclinic (Polindes) remains equally problematic. Community level health services are poorly equipped and staffed.

The patchy infrastructure and poor facilities at service points reflect the difficult tasks facing health service providers. Facts showed that the capacity of relevant officials in some regency is very low, which severely affects the overall quality and coverage of health services, even though the Special Allocated Health Development Fund (DAK *Kesehatan*) for *Kabupaten* is relatively substantial.

Imbalances exist in the availability of operational staff-from general physicians to the technical ones. The lack of housing facilities for medical and non-medical staff and the lack of appropriate equipment decrease their enthusiasm to work in remote areas. In several Puskesmas, pustu/polindes, basic working equipments are available, while in other places such equipments are badly needed. Medicine supplies are also unequally accessible but this seems to be improving.

The issue of heavy operational cost also affects the performance of Puskemas. Due to a lack of sufficient funds at community level Puskesmas are forced to concentrate on curative activities, whereas prevention and disease control are badly needed.

Community level medical facilities are often poorly staffed, equipped and funded, and have difficulties to retain staff.

3.5.2.3.2 Health Services Recipients

Every health services point is usually expected by the community to operate 24-hours and to be located within reach. This would mean that the local government should add more Puskesmas and permanent employees, which is a major bottleneck. Health service recipients are also less satisfied with the supply and quality of the medicines that are provided at the Puskesmas, stating that they are often unavailable or only provided in low doses and quantities, which would make them less effective and wastes the time of patients needing to get another recipi. Additional staff and more or better medicines would significantly increase operational costs, whereas it is already rather difficult to find medical staff and operational costs are already rather high.

It is also evident that the community has a strong inclination to participate in the health services sector, such as by obtaining some basic skills that they could use to help other community members. The local government could utilize their willingness and empower them by providing facilities, instructions, counseling and support. They need equipment to assist during deliveries, nutritious supplements for women and children, and some basic medicines.

Another aspect that the local government needs to address is the improvement of village sanitation. This includes the availability of clean water and sanitation. Such an nvestment would be very cost effective as it the most effective way to prevent food and water borne disease. However, a major problem encountered in villages where such facilities are already provided is local lack of capacity and spare parts to maintain such sanitation and water facilities, and of a responsibl party that ensures that sanitation facilities are kept clean and functioning. When implementing such issues, then, local people need to be trained and supported.

Recipients' knowledge of health and illnesses is usually still limited, while also local practices and beliefs may hamper local access to health facilities. In remote villages people may need to wak several hours or days to reach a health post, and with the expectation that there will not be any appropriate staff or medicines available this may put many patients off.

The knowledge and awarenss of health services recipients and their expectatiosn of services levels are hampering local accress to these services.

3.5.3 EDUCATION AND TRAINING

3.5.3.1 Overview

The finding of the TURKAM also shows the current conditions of education in both Provinces.[39]

The quality of child education in Papua for Primary School (SD) and First Secondary School (SMP) is far below national standards. Given the geographical setting of West Papua and

[39] For about three months, from June 4 to August 30, 2007 the Governor of Papua Province conducted the *Turun Kampung*/ Going Down to Village (TURKAM) Program. During this period, the Governour visited 34 points of gatherings. The 34 points are located in Bosnik (Kabupaten Biak Numfor), Numfor (Biak Numfor), Poom and Randawa (Yapen), Koweda and Waren (Waropen), Kokonau and Timika (Mimika), Sugapa and Enarotali (Paniai), Samabusa and Napan (Nabire), Betaf ((Sarmi), Kehiran and Genyem (Kabupaten Jayapura), Workwanna (Keerom), Skouw Mabo (Jayapura Mayoralty), Mulia (Puncak Jaya), Bokondini and Karubaga ((Tolikara), Kurima and Dekai (Yahukimo), Agats and Same Erma (Asmat), Oksibil (Pegunungan Bintang) Semangga and Kimaam (Merauke), Mindip Tanah and Tanah Merah (Boven Digul), Kepi and Bade (Mappi), Tiom and Kurulu (Jayawijaya).

Papua Provinces, being composed of mountains, dense forests and a scattered population, it is not surprising that the Net Enrolment Ratio in Elementary School/MI (NER SD/MI) in Papua in 2006 was with 81.1 % the lowest of the entire country. In West Papua this rate was higher (88.2 % in 2006). In 2006, the Net Enrolment Ratio of Female pupils to Male pupils in Elementary Schools/MI (NER F/M SD/MI) in Papua were 98.4. This ratio declined compared to the previous year.[40]

For the fiscal year 2008, the local government of Papua Province allocated a budget for the education sector of Rp. 272.8 billion or 5.25 % of the total Provincial Budget (APBD).

A Brief History of Education in Papua

In 1960, the total number of schools in the rural areas was around 800. Most of these schools were run by missionary groups and provided a basic education of 3 years, as this seemed appropriate for a rural context. In urban areas this basic education was expanded with additional years and schooltypes. The Dutch Authority had tried to improve the quality of education in Papua by establishing VERVOLGSCHOLEN (additional dormitory school) and gave some Papuans the chance to study abroad.

During the new era under Soeharto the number of schools increased rapidly. Since the beginning of the Five-year Development Planning/Repelita II (1974-1978), secondary schools were available at each village and nowadays secondary school is a part of the compulsory educational programs. This affected the increase of pupils' attendance in secondary school level in Papua. However, access to tertiary education was still limited to the provincial and regency capitals.

Many of the decisions taken in the Department of Education, including a number of governors, routinely expressed the needs to create and realize a subsidized dormitory in the village areas in this province (Timmer 2007).

The following constitute the main Issues in education in both provinces:

1. High percentage high school dropout
2. Obstacles for Primary School are reading and writing while for Secondary school (SMP) this concern mathematics, languages, and science.
3. The majority of *kampong* children do not continue to SMP after primary school, because the location of the secondary school is too far away.
4. State and private schools management system for the interior, coastal, remote and isolated areas receive very little support for teaching staff, equipment, media materials, school text books and school administration.
5. The majority of marginal communities cannot read and write.
6. Awareness, particularly in isolated communities, (parent's pupils) about the importance of education is still very low.[41]

[40] United Nations, 2007. Report on the Achievement of Millennium Development Goals Indonesia. Page 129.
[41] UNDP, May 2005. *A Multistakholders Synthesis of the Development Situation in Papua*. Final Draft Synthesis Team.

3.5.3.2 Basic Education in Rural Areas

Education in Papua villages is mostly ineffective. Non-formal education to empower the community is not well developed:

1. Teachers and Tutors

   The shortage of teachers who actually work at village level remains a very serious problem, although at a glance the ratio between teachers and students look normal. However, due to geographic condition, students are not spread evenly. Often the number of students per class is only between 5-15 children, compared to 40 children or more per class in urban areas.

   Most teachers do not perform their duty optimally – many of them abandon their responsibility for various reasons and stay in the urban areas for months. Most cases are found at primary education level in remote areas.

   Teachers – in many ways in fact for the same reasons as medical staff - fail to perform optimally because:

   a. No housing is available
   b. Shortage of food supply in remote areas
   c. Insufficient allowance for teachers/tutors in remote areas. Several *kabupaten* provide allowance but without taking into account the remoteness of an area.
   d. Teachers/tutors have to go to a city just to access their salary. Since the transportation costs are very high, they othen wait several months to return to the villages.
   e. Civil servants at structural positions are much better of than than those at functional positions (such as teachers). This gap discourages teachers.
   f. Poor sanitation conditions abd a lack of clean water.
   g. Living in a totally isolated area.

2. Pupils

   Many school-age children live far away from their schools. As the results they remain illiterate. Girls often face the need to assist their mothers at home or in the garden. With clan gardens often very far removed from the villages, students are absent for long periods of time weeks if they need to join their parenst, or are left at home by themselves. Girls often replace their parents when these are working in their gardens, taking care of the smaller children and providing food, thus unable to attend school.Many schoolchildren have not eaten before attending school, which nfluences their learning capacities.

3. Village Education Model

   Education in remote villages follows a standard pattern: 6 years for elementary school (SD) and three years for junior high school (SMP). This is hardly effective. Most children live in remote and small settlements, teachers sometimes having classes of 5 to 15 pupils only. Developing a village education model has potential, using the experiences of church based education of half a century ago.

4. Education Equipment

   Education equipments, especially basic textbooks, visual aids and even chalk are often unavailable for elementary schools in remote areas. Similar conditions are also faced at the junior high school level. There is no laboratory and library, and oftenthe school building is used for teachers' accommodation.

5. Education Infrastructure

   Infrastructure such as school building, dormitory, housing for teachers, clean water, electricity and telecommunication is often unavailable. In some areas the facilities are available but most of them have been out of order. In several areas there are no school buildings, although the population is quite high.

6. Public Participation

   Public participation in education development is still not evident—quite different from the situation when *Zending* (Protestant Missionary) and Catholic Missionary played a major role in the education sector. During that peripd village leaders were involved in the teachers' recruitment, in constructing houses for them, and in supporting them to meet their daily basic needs. This situation changed after the government took over their role in providing basic education to villages. In the past a teacher played a role model because they also took part in church ministries, while nowadays people regard a teacher merely as a civil servant who has no strong influence to the society.

Private Public Partnership between PT BP Indonesia (BP), USAID, Research Triangle Institute (RTI) and Education Development Center (EDC) for improved education services in West Papua

The focus of the Decentralized Basic Education (DBE) program in Papua is two-fold: 1) strengthening the capacity of local government to effectively manage basic education; and 2) improve the quality of teaching and learning. For managing basic education, the focus will be on developing local government's capacity to prepare and implement education development plans at the district level, financial management, asset and personnel management, and school supervision. For improving the quality of teaching and learning, the activities will focus on enhancing and building capacity at the Unversitas Cendrawasih's (UNCEN) teacher training faculty, developing high quality training packages which will be used to educate teachers in such subjects as math, science an literacy and the institutionalization of best practices.

Project Start Date: August 8, 2006

Project End Date: April 18, 2010

Life of Project (LOP): $ 475,000

3.5.4 DEVELOPMENT CHALLENGES FOR EDUCATION, TRAININ AND HEALTH

- Rebuilding access to basic education is considered to be a key to maintain village integrity and capacity; and rebuilding respect and self reliance
- Gender inequality needs to be addressed in terms of basic education access (lack of basic education for girls in Merauke considered to be a major factor in increasing street prostitution)
- Access and quality of education has degenerated following nationalization of education. Teachers have lost respect and this is a factor in their lack of effectiveness and extended absences
- Nationalization has removed the role for private education and imposed national curriculum of limited interest and relevance
- *Ashram* system has been taken over by Kabupaten Governments – but no sufiicuebt mentoring available; life skills development; exposure to different cultural/ethnic groups
- Graduates of SMA and S1 are often unable to get jobs and return to village disappointed or remain in town while unemployed
- Major affirmative action teacher training program at UNCEN and in other locations but quality of output is still very low
- Financial incentives for teachers to live in villages have been removed – except in some localities, demotivating teachers to stay
- Emphasis on spending money on school/education infrastructure and not on staff capacity and learning quality
- In many ways similar to issues as found for education; paramedics frequently away from post for financial and family reasons
- Infrastructure may be present in the Kecamatan as PUSKESMAS and in village POSYANDU but no operational facilities even if a doctor is available: no money for transport, electricity or medicines.
- Nurses (midwives) willing to work in the rural areas are in short supply. The nationall abolishment of SMK level nursing schools is regarded as a bad step as nurses with higher education are less willing to return to local areas.
- Issues of HIV/AIDS and STD's need to be mainstreamed in community health delivery programs.

3.6 WHY ARE ISSUES OF GENDER SO SIGNIFICANT TO DEVELOPMENT OPTIONS FOR PAPUAN SOCIETIES?

3.6.1 OVERVIEW

Gender relations are, as anywhere else in the world, based on local perceptions of what men and women are, how they are supposed to behave and react, or how they are emotionally and physically constituted. These perceptions are rooted in culture and religion, and have, in Papua, been influenced by social-cultural developments such as the church, nationalism, and participation in a global economy.

Gender issues in a nutshell

- Women have less access than men to education, health services, adequate nutrition, justice, and to sustaining self-reliance
- Gender based violence can be expressed in the form of abuse, rape, harassment, physically demanding labour, social isolation, deprivation of medical assistance, and family planning
- Changes caused by mining and other land claiming or polluting activities have worsened women's situation due to increased difficulties to produce food

In Papua men are considered to be superior to women in various ways and results in differences in rights, health, education, income, mobility and workload that are mostly more advanteous to men. The incidence of gender based violence (rape, abuse) is alarmingly high in various parts of Papua, with women getting very little support from their families. Women are more ofthen than men the victim of acusations of witchcraft, leading to social isolation, and evidenced cases of suicide or murder. Women can be severely restricted int heir movements, where they work or walk, what tools they are allowed to use and what crops they could process. At the same time, in various regions women are believed to be physically stronger and to be physically more fit to carry heavy loads and to conduct very demanding labour.

These conditions reveal a staggering contrast to a widespread Papuan belief in female origin mothers, expressed in numerous female mythological figures such as sago women, cassowaries, and bats. In these myths women were dominant, had an important role in decision making, hunted, were warriors and could reproduce without the assistance of men. Although these origin beings lost their power since they started to relate to men, it is believed that women never completely lost these powers, and can still be dangerous to men. This is expressed, for instance, in widespread pollution beliefs and witchcraft accusations. Women's blood, particularly the blood that is shed when women are menstruating or giving birth, is thought to be dangerous to men's health, strength and capacity to breath. This perception is reflected in the widespread practice of separating these women from community, such as in borth huts or not allowing them to leave the house during their periods.

Especially the practice to separate women from men during childbirth and the first weeks thereafter can actually harm their health considerable, including the health of the baby who remains with them during this period. The decision to call for a doctor, for instance, is usually in the hands of their husband, who however does not know her condition. Also, sanitation and local practices can affect the well-being of mothers and children considerably. This applies to delivery practices but also to food taboos that can affect their already weak condition negatively.

3.6.2 IMPACT OF ECONOMIC AND ECOLOGICAL CHANGES

According UNCEN scholar, Mrs. Torobi, women issues are closely related to deforestation that takes place in the interest of multi-national companies (SPP Tabloid no. 5 year V, 20 – 25 October, 14, 2008).

With the introduction of mining and other employment opportunities for men, women are often left gehind, having to take care of the children and elders still living in the village while their workload is already quite heavy. One of the problems that are encountered concerns providing adequate food supplies, which is related to women's access to tools and mobility. With the use of sharp tools tabood for women or in any case not considered appropriate, they cannot adequately fence their gardens or cut trees (such as sago). Women often need to be accompanied by male mmebes of her household, such as a younger brother or an elder son, in case they want to go to their gardens, especially when located far removed fro the village. This is to protect their fidelity. With many of the men int his category gone of tow work or to school it can be difficult to find opportunities to grow food. Women are usually also not allowed to hunt or to fish large fish, so their nutritional intake is limited.

Regional differences in gender relations exist but it is difficult to generalize. In the Higlands there tend to be slightly more opportunities for women to influence men's behavior or to take decisions, and are acknowledged as having a vital function in the regeneration of their families and the land. (such as among the Dani). Lowland cultures tend to be more 'masculine' oriented, stressing male strength and health and considering women as harmful to men. Also the prevalent kinship system influences women's bargaining position and their relationship to their husbands and in-laws. In many areas a husband's brothers, father and uncles also have the right to beat a woman in case they consider this necessary, of motivate the husband to do this.

The Amungme of Mimika

Native community around Amungme land in Mimika can portray the most tragic drama of natural resource disputes. Freeport Indonesia Inc. has been exploiting the land since the 1960's for copper and gold, resulting in considerable problems for the local communities in Amungme, Kamoro, Dani, Paniai, and Nduga district.

For women the effects have been significant. The destruction of the surrounding habitat and the pollution of Ajkwa river have caused widespread water scarcity and food deprivation like fish and other food sources from rivers. Clan owned land has been fenced and declared forbidden to enter. This situation forces women, who have the duty to take care of farming, to walk kilometres away to get plants, crops, and even water for every day cooking.

Besides that, the unchanged traditional role of women has also forced them to take over economic leading positions within their family. Women are assigned to collect sago, cassava, and to prepare medicines while men guard them from enemy attacks. These outdated values are up to today not revised after the land became exploited and taken over by Freeport. Violence towards women seems to have become part of every day life. Husbands abuse their wives, for instance, if they cannot earn enough money from selling cassava at the market.

A women's burden can be illustrated by the numerous *noken* (a traditional bag) they have to carry every day as for one noken is to carry vegetables and cassava for meals at home, one for fire wood, one is to carry their children, one to carry pork to the market, and the other one is to carry vegetables and cassava to be sold at the market.

The masculine mining industry has brought a huge impact on local behavior. The mining industry imports dringking habits and prostitution. This industry has become a model for local men who, overpowered physically and culturally by the government and mining industry, are easily influenced. Domestic violence increases when their husbands and sons get drunk and visit prostitutes. This situation worsened after a prescribed 1% of miniong profits had to be allocated for local interests, which was implemented in April 1996. Considered as the head of a family in traditional community, men receive this fund and instead of using it to support their family, they use it to buy alcohol and visit prostitutes.

3.6.3 DEVELOPMENT ISSUES

A study conducted by *Lembaga Pengkajian Pemberdayaan Perempuan dan Anak (LP3A)*, an organization specializing in women and children empowerment analysis, at Papua in 2001 states that physical abuse in the city and district of Jayapura from 1998 to May 2001 is consideredto be particularly high whith 57 (56.4%) cases of violence, 20 (19.9%) cases of man slaughter, 12 (12.6%) cases of adultery, 23 (242%) cases of sexual abuse, and 3 (3.2%) cases of sexual harassment recorded. The average age of physical and non-physical abuse, and sexual harassment is ranging between 15 to 49 years old.

Physical abuse towards women in Papua is triggered by many factors such as alcohol (80%), jealousy, free sex, rape, sexually intriguing appearance of the victim, and violent VCDs. Violent acts done by the Indonesian government (NKRI) towards Papua people has been going on since the West Papua takeover to the Indonesia's territory through Act of Choice, *Penentuan Pendapat Rakyat* (*PEPERA*), in 1969. The violence includes murder, kidnapping, arresting, torture, rape, intimidation, property demolition threat, robbing, and plundering. (SPP Tabloid, 143: 2004-2005).

According to Hana Hikoyabi, Vice Chairman II of Papua Representative Assembly stated that injustice and disappointment are the root problems faced by Papua since 1962 until now. Approach taken by the government is aimed at integrating Papua to the Republic of Indonesia (NKRI) and attainment of Papua's abundant natural resources for the central government in Jakarta. This approach has resulted in human rights violation, including women's right, a very poor prosperity amongst native Papua, and development discrepancy in Papua. Data taken by *BPS*, national statistics organization, in 2007, has shown that 80% of native Papua are absolute poor. Most of them concern women.

There are several significant gender related issues that influence opportunities for women and through women the whole community to take advantage of social and economic opportunities (Table 3).

These can be categorized by:

1. Physical abuse of women by men
2. Lack of opportunities for women to participate in development
3. Lack of skills to access development
4. Poor health condition

TABLE 3: EXAMPLES OF GENDER BASED DISPUTES

Issues	Causes and/or comments
Physical abuse of women by men	• Husband hits his wife because of some reasons like jealousy, economic problems, etc. • Having being served and taken care by his wife for many years, husband decided to marry a younger woman. • Working at LNG sites (cases at Babo district, Bintuni, Arandai) and Freeport, the husband goes home without money for his wife as he wastes them for other uses. • The household is merely provided with money although there are other food source such as shrimps and fish. • The husband is having affairs with other women and knowing this, the wife is so depressed that she wants to commit suicide.
Lack of opportunity	• A smart and talented mother cannot contribute herself to the community because not having her husband helping her around the house; she is pre-occupied with her family; women at home, men outside home. • Compensation fund for land and sea exploration is controlled by the tribe's chief or village leader. • Inability to set up useful activities for women as there is confusion as whether the fund should be taken from the local village fund or external fund. • Women want to earn extra money but do not have enough skills. • Women want changes in their village but they are not participative in any local organisation.

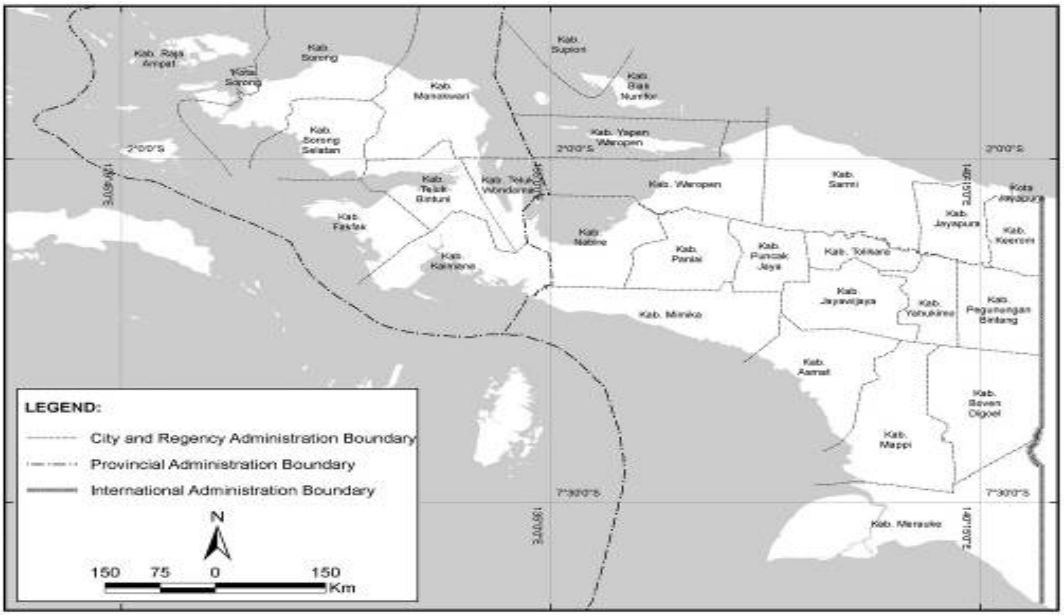
Lack of skills	• Children go to school but they still cannot read, write, and count. Furthermore, their mothers cannot teach them. • Mothers cannot prepare nutritious meals for their children because they have not learned to do so and also • As most mothers cannot read, write and count, they cannot manage their expenditure and so their credit is piling up at kiosks. • Lack of sexual education, with young girls of junior high school getting pregnant and therefore discontinue their education.
Poor health condition	• Most mothers are skinny and not in good health as they suffer from anaemia and stomach ulcer. • Mothers do not use birth control because they are afraid of its side effects, birth controls are not available or not allowed, and lack of family planning awareness. • Neither trained midwives nor clinics are available for mothers to deliver their baby. • Mothers prefer to eat areca nut, also to still their hunger • Pregnant women and mothers eat less nutritious food. • Mothers suffering acute cough and vaginal infection. • Mothers giving birth every year • Babies are born unhealthy or stillborn

4. THE STRUCTURES OF GOVERNMENT IN PAPUA

4.1 WHAT IS THE POLITICAL FRAMEWORK IN PAPUAN AND THE INTERRELATIONSHIP BETWEEN THE PROVINCES, THE DISTRICTS AND THE CENTRAL GOVERNMENT?

Papua Province formerly known as Irian Jaya has been split administratively into two provinces – West Papua with the capital of Manokwari and Papua, the main province, with the capital of Jayapura (Figure 9). The division is based on Law No.45/1999. National policy towards Papua is generally described in the *Rencana Pembangunan Jangka Menengah Nasional Pertama*/RPJMN I (First National Medium Term Development Plan) 2005-2009 and in Law (*Undang-Undang*) No. 21 Year 2001 about Special Autonomy for Papua Province. Under RPJMN I 2005-2009, Bappenas (National Development Planning Agency) determined 4 (four) development agenda: (i) to rearrange the United Republic of Indonesia (*Negara Kesatuan Republik Indonesia*/NKRI) (ii) to develop a secure and peaceful Indonesia (ii) to create a just and democratic Indonesia and (iii) to create a better welfare.[42]

Figure 9: The Province and Regional Government administrative boundaries in Papua and West Papua (Government of Papua Province 2008 op. cit.)



[42] Kementrian Negara Perencanaan Pembangunan Nasional, Biro Humas dan TU Bappenas, 2008. *Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2010 – 2014. In Kompas Daily Newspaper 23 December 2008*. Page 26.

The influence of these factors is evident in the distribution of population numbers shown in the following two tables (Table 4 and Table 5) which document the situation respectively in Papua and West Papua. The Province of Papua now consists of 27 Kabupaten, 283 Kecamatan; while West Papua consists of 8 Kabupaten, 1 city and 104 Kecamatan: a recent consequence of the fragmentation of the old administrative boundaries which has given expression to the political aspirations of more local regions and more ambitious communities (Papua in Figures, 2008; Papua Barat in Figures, 2007). This process of administrative fragmentation (*Pemekasan*) while understandable in terms of maximizing local economic opportunities is a significant destabilizing influence which really challenges the building of a competent local government that already has limited human resources.

The main level of community organisation remains the village/kampung. In Papua there are 3315 official rural villages and a further 83 more urban *kelurahan*. The number of villages in West Papua is 1160. In both provinces isolation from administrative centres varies extremely. A great challenge to improving social and economic circumstances and to create a level of community awareness sufficient to allow many ethnic Papuans to engage in national political processes is the limited extent of trafficable roads that access to markets.

TABLE 4: POPULATION DISTRIBUTION IN PAPUA PROVINCE BY KABUPATEN (PAPUA IN FIGURES 2007)

Kabupaten	Area	Population	Av. Density Per Km²	Kecamatan	Villages
Merauke	43979	166195	3.8	11: Merauke, Muting, Okaba, Kimaam,Semangga, Tanah Miring, Jagebob, Sota, Ulilin, Elikobel, Kurik.	168
Mimika	120426	20040	6.0	13: Mimika Baru, Agimuga, Mimika Timur, Mimika Barat, Jita, , Jila, Mimika Timur Jauh, Mimika Tengah, Kuala Kencana, Tembagapura, Mimika Barat Jauh, Mimika Barat Tengah.	85
Jayawijaya	12680	224734	17.7	39: Wamena, Tiom, Kurulu, Asolagaima, Makki, Kelila, Kenyam, Mapenduma, Pirime, Kobakma, Apalapsili, Hubikosi, Abenaho, Gamelia, Bolakme, Asolokobal, Walelagama, Kuyawega, Melagineri, Tiomneri, Balingga, Musatfak, Eragayam, Wosak, Yigi, Geselma, Mugi, Mbuwa, Dimba, Megambilis, Elelim, Benawa, Wolo, Pelebaga, Yalengga, Ilugwa, Poga, Welarek, Gearek.	131
Jayapura	15139	98138	6.4	17: Sentani, Sentani Timur, Depare, Sentani Barat, Kemtuk, Kemtuk Gresi, Nimboran, Nimbokrang, Unurum Guay, Demta, Kaureh, Ebungfa, Waibu, Namblong, Yapsi, Airu. Adapun	132
Jayapura City	940	213735	227.4	5: Jayapura Utara, Jayapura Selatan, Abepura, Muara Tami, Heram.	

Nabire	16312	106468	6.5	17: Nabire, Napan, Yaur, Kamu, Mapia, Uwapa, Wanggar, Kamu Utara, Sukikai, Siriwo, Makimi, Teluk Umar, Mapia Barat, Kamu Selatan, Sukikai Selatan, Teluk Kimi, Rayo Kibisay.	82
Yapen Waropen	3131	119178	38.1	7: Yapen Selatan, Yapen Barat, Yapen Timur, Angkaisera, Poom, Pantura, Kosiwo	111
Biak Numfor	2360	134881	57.2	10: Biak Kota, Biak Utara, Biak Timur, Numfor Barat, Numfor Timur, Biak Barat, Warsa, Padaido, Yendidoro, Samofa	192
Puncak Jaya	10852	75472	7.0	16: Mulia, Illag, Ilu, Sinak, Beoga, Fawi, Mewolok, Yamo, Gome, Torere, Tingginambut, Pogoma, Agadugume, Wangbe, Doufo, Jogonikme.	67
Sarmi	25902	33705	1.3	8: Sarmi, Tor Atas, Paniai Barat, Paniai Timur, Bonggo, Mamberamo Hilir, Mamberamo Tengah, Mamberamo Hulu.	82
Keerom	9365	40462	4.3	5: Waris, Arso, Senggi, Web, Skanto.	61
Pengunungan Bintang	16908	94446	5.6	10: Oksibil, Kiwirok, Okbibab, Iwur, Batom, Borme, Kiwirok Timur, Aboy, Pepera, Bime.	214
Yahukimo	15771	146434	9.3	48: Kurima, Anggruk, Ninia, Dekai, Oblo, Suru-Suru, Wusama, Amuma, Mugi, Soba, Werima, Tangma, Ukha, Penggema, Kosaren, Nipsan, Ubahak, Pronggoli, Walma, Yahuliambut, Hereapini, Ubalihi, Talambo, Puldama, Endomen, Kona, Holuon, Lolat, Soloikma, Sela, Korupun, Langda, Bomelo, Suntamon, Seradala, Sobaham, Kabianggama, Kwelamdua, Kwikma, Hilipuk, Duram, Yogosem, Kayo, Dirwemna, Sumo, Silimo, Samenage, Nalca.	518
Tolikara	8816	47133	5.3	30: Karubaga, Bokondini, Kanggime, Kembu, Goyage, Wumin, Wina, Umagi, Panaga, Wonoki, Poganeri, Kubu, konda, Nelawi, Kuari, Bokoneri, Kaboneri, Bewani, Nabunage, Gilubandu, Air Garam, Geya, Numba, Dow, Wari, Dundu, Gundage, Egiam, Timori, Nunggawi.	528
Waropen	24628	23094	0.9	3: Waropen Bawah, Waropen Atas, Masirei.	
Mappi	27632	70655	2.6	6: Edera, Nambioman Bapai, Citak Mitak, Obaa, Haju, Assue.	137

Asmat	18976	66146	3.5	7: Agats, Atsj, Pantai Kasuari, Sawa Erma, Akat, Fayit, Suator	139
Supriori	775	13558	17.5	4: Supriori Utara, Supriori Selatan, Supriori Timur, Auri	38
Boven Digoel	28471	33545	1.2	15: Mandobo, Kouh, Jair, Mindiptana, Waropko, Bomakia, Fofi, Arimop, Manggelum, Furiwage, Subur, Kombut, Iniyandit, Ambatkwi, Yaniruma	88
Paniai	14215	172315	12.1	12: Paniai Timur, Paniai Barat, Tigi, Aradide, Sugapa, Homeyo, Bogobaida, Biandoga, Bibida, Tigi Timur, Agisia	137
Ranges of and mean population density per Km^2 : 0.9 – 57.2 (227.4);					

TABLE 5: POPULATION DISTRIBUTION IN WEST PAPUA PROVINCE BY KABUPATEN

Kabupaten	Area	Population	Density	Kecamatan
Manokwari	14448	171222	11.9	
Sorong City	345	167589	485.8	
Sorong	28894	97810	3.4	Sausapor, Peef, Abun, Moraid, Beraur, Klamono, Makbon, Salawati, Seget, Segun, Aimas, Sayosa, Sayosa, Sayosa, Sayosa, Sayosa.
Sorong Selatan	29810	60934	2.0	Inanwatan, Kokoda, Matemanikais, Aifat Timur, Aitinyo, Moswaren, Teminabuan, Seremuk, Wayer, Sawiat, Ayamaru, Mare, dan Ayamaru utara.
Fak Fak	14320	66254	4.6	
Kaimana	18500	41660	2.6	Buruwai, Teluk Arguni, Kaimana, Teluk Etna, Yerusi, Yamor, dan Kambrau
Bintuni	18444	53664	2.9	
Wondama	12146	22936	1.9	
Ranges of and mean population density per Km^2: 1.9 – 11.9 (485.8)				

Special Autonomy for Papua Province (enacted prior to the establishment of West Papua Province in 2006) in essence gives greater authority and funding to reduce the gap between Papua Province and other provinces and increase the living standards of communities in Papua Province.

The basis of Special Autonomy is that Papua Province is to be given authority in all government sectors except authorities which are part of the national Government process (article 4, clause 1).[43] The authority of Papua Province was not stated explicitly, because all authority (except that which is part of the national Government process) needs to be

[43] *Undang-Undang No. 1 Tahun 2001 tentang Otonomi Khusus Bagi Propinsi Papua.*

referred to local decrees (*Perdasus and Perdasi*).[44] [45] The Special Autonomy Law states that national authority includes:[46]

- National planning policy
- Macro monitoring of national development
- Financing funds and balances
- State administration system
- State economic institutions
- Guiding and empowering human resources
- Exploitation of natural resources and advanced technology
- Conservation and national standards.

The Province needs to prepare *Perdasus* and *Perdasi* in all sectors that have become the authority of Papua Province. Special Autonomy law also states that *Perdasus* and *Perdasi* as mentioned must refer to the conditionality in the decrees.

4.2 LOCAL CAPACITY: DEFINING ROLES AND RESPONSIBILITIES OF NATIONAL, PROVINCIAL AND LOCAL GOVERNMENTS

When in 1998, the New Order regime ended, Indonesia embarked on attempts to settle conflicts in provinces with separatist movement. In Papua this led to the enactment of the law on Special Autonomy for Papua Province in 2001. Initial progress in implementing the law and supporting policies was slow, however when the Susilo Bambang Yudoyono's presidency commenced concrete steps were taken through Presidential instruction 5/2007 which outlined how to implement law 21/2001 while amendments to law were enacted through directive 1/2008 which clarified the position of the province of West Papua.

Despite these efforts, the impacts of 30 years of violence and political exclusion of the ethnic population are an integral part of the political history of this region. This has created a lack of trust amongst indigenous Papuans and continues to feed the desire for independence thus remains a major issue.

The end of New Order and, to an extent the excision from Indonesia of Timor Leste,, marked a watershed in Indonesian history and has led to significant change in how the central Government is dealing with claims of separatist movements. In the case of Papua, Law No.21/2001 regarding special autonomy for Papua Province represents such an attempt

[44] Perdasus, - special local decrees for implementation of certain clauses in the special autonomy decree, which also need the agreement of the people's consultative assembly (MRP)
[45] Perdasi, - provincial decree on implementation authority, which needs agreement of local legislative assembly (DPRP)
[46] *Undang-Undang No. 1 Tahun 2001 tentang Otonomi Khusus Bagi Propinsi Papua, in*
Papuan Stakeholders, May 2005. *A Multi stakeholder Synthesis of the Development Situation in Papua.* Final Draft Syntheses Team. Page 4.

by the Government of Indonesia to provide a solution to a number of crucial problems in Papua. Law 21 was developed to provide a political solution to the conflict, focused on the issue of Papuan demands for independence that is viewed by the Indonesian Government as a separatist movement and ungrounded.

Law No. 35 Year 2008 as the amendment of Law No. 21 Year 2001

The establishment of Irian Barat Province, which later becomes West Papua Province gives implication to the implementation of Law No. 21 Year 2001. This Law which only mentioned Papua Province can make interpretation that the receiver Special Autonomy Fund is only Papua Province and all Kabupaten/Kota in region of Papua mainland, while West Papua Province is a region that is not entitled of Special Autonomy Fund.

Its implication is that West Papua Province will not receive the additional Special Autonomy Fund for infrastructure to be used for infrastructure development in Kabupaten/Kota in the regions of the this province. Beside that, West Papua Province will not receive Revenue Sharing Fund in the amount of 70 percent as regulated in the Law No. 21 Year 2001.

Before Law No. 35 Year 2008 was enacted the Government had initiative to determine Government Regulation in lieu of Law (PERPU), that is Law No. 1 Year 2008 which aimed to overcome inconsistency problem in the implementation system of fiscal decentralization. In principal, this PERPU secured that Law No. 21 Year 2001 is valid not only for Papua Province together with *Kabupaten/Kota* but valid for all region, both Papua Province and West Papua Province and *Kabupaten/Kota* located in Papua mainland.

Through the enactment of PERPU, it caused amongst others: (i) Special Autonomy Fund in the amount of 2 percent of total national General Allocation Fund (DAU) will be divided into Papua Province and West Papua Province (ii) additional Special Autonomy Fund for Infrastructure will be given to Papua Province and West Papua Province separately in accordance to the agreement between Government and Parliament (DPR) and (iii) Revenue Sharing Fund (DBH) of oil and gas is allocated to West Papua Province in the amount of 70 percent, meanwhile other DBH of Natural Resources, except DBH of Fisheries will be divided in accordance to the location of the region by the principal of the origin.

Based on Law 32/2004, the national government retains power over six functions that affect the nation including: foreign relations, defense, internal security, judiciary, monetary and fiscal policies and Religious affairs. A major outstanding issue is the control and management over forest lands which the Ministry of Forestry is contesting.

As such, the provinces in Papua have been given significant authority. Under special autonomy era they set their objectives of the regional development of Papua which are as followed:

- To increase the quality of human resources. This involves more attentions to education and health. An emphasis is given to HIV/AIDS and Malaria which are endemic in Papua
- To strengthen the basis of the regional economy. The regional economy has been growing based on extractive industries. The Papuan government aims to generate an economy which is more people's based.
- To create a prosperous society; inequity has been a major driver of underdevelopment and disillusionment. As such a prosperous and just society is meant to be based on an equal spread of economical development.
- To put the strong foundation for future development. Papua with its rapidly growing population requires a strong basis which involves the key pillars of government.

The regional development policies based on these objectives are as followed:

- The harmony of the regional approach that rested on human aspect (micro special) and growth approach that rested on potential sectors (macro sectoral)
- The harmony of three pillars approach (religion, *adat* and government) through bottom up planning.
- The harmony of the prosperous and peaceful approach.
- The harmony of development through everlasting the function of life environment or environmentally insight development.

Program Priority of the regional development is as followed:

1. Program Priority:
   a. Education is weak and MDG performance is poor. An overall haul of the current systems possible diverting back to the Old Dutch introduced "Asrama" system might be appropriate. Thus for future development this demands additional supports. The government of Papua has earmarked significant expenditure increase
   b. Health, despite repeated efforts health service delivery remains poor. The government recognizes this and is investing in improvement. Improved staff quality and more attractive position packages might be needed to make this work.
   c. Strengthening people's economy. As growth has been centered in the resource extraction industry and the results of private public investments are questionable, more efforts needs to be put in developing people's own productive capacity
   d. Infrastructure. This remains a key issue, most areas are still only reachable by airplane which makes economic growth difficult. Better road – and access through rivers might stimulate local economic growth.
2. Supporting Program Policy and mechanism of the management *Dana* OTSUS (Special Autonomy Fund) Papua. The OTSUS is meant to fund for most of these activities.

While the policy framework is progressive, capacity remains weak. Most institutions in the newer districts are not well established while infrastructure investments are significant, human capacity is weak. This needs urgently to be addressed through a two tiered approach:

- Strengthen the Kecamatan to facilitate service delivery to villages. Village based service centers have proven not to work. Kecamatan due to market function are seen to have more potentials
- Build HRC to increase public sector capacity to deliver education, health, food systems environment management and public administration

4.3 WHAT CAPACITY EXISTS TO DELIVER GOOD GOVERNANCE IN RELATION TO PLANS AND PRIORITIES

The team assessed key issues with regard to the ability to deliver good governance (Table 6). During interviews the picture emerged of a governance system in transition as Papua is rapidly changing, the government has been plagued by corruption, power abuse (especially in remote rural areaes) as well as poor communication. Local government officers who are responsible of implementing and executing policies are unable to implement these due to poor human resource capacity and still relatively limited ability to learn.

Furthermore increased availability of funds suddenly has led to a rapid increase in income which is not balanced by mechanism for proper allocation and use. Investment possibilities in rural Papua are limited and pressure to spend allocations makes misappropriation and corruption more common within the still strongly feudalistic cultures. As such the table below pictures a situation of resource windfall and inability to make best use of resource. A trend is likely to be further strengthened by a probable forthcoming investment in carbon finance.

TABLE 6: KEY ISSUES RELATED TO THE DELIVERY OF GOOD GOVERNANCE

Key points	Implication/impacts	Mission should take in term of strategy
1. Corruption practices by government civil servants and local NGOs	1. Implementation of the program/project: • efficiency • cost effectiveness • sustainability • compliance • target of beneficiaries 2. Government budget: • fiscal sustainability	Campaign and capacity building on anticorruption to government civil servants and local NGOs and students.
2. Top down approach program/project from central government and provincial level to *Kecamatan* and Village level	*Kecamatan* and village apparatus are not ready and not capable to implement the project (i.e. RESPEK Program)	Capacity building on technical and management skill to *Kecamatan* and Village apparatus to manage and or implement program/project
3. *Pemekaran Kabupaten*/Splitting *Kabupaten* Administration Governance	1. Public administration at the new *Kabupaten* does not work well due to lack of skilled apparatus. 2. Low delivery of services at the new *Kabupaten.*	Capacity building on technical, management and customer/public service skill to apparatus at new *Kabupaten*.
4. Infrastructure	1. Road condition: 1. High marketing cost in the remote areas/hinter land 2. High cost to implement	NAN (No Action Necessary) but USAID Mission at the donor meetings with government of Indonesia should monitor whether or not construction of new roads will

	program/project in the remote areas/upland 3. Teachers left school and paramedics left Puskesmas/health center. 2. Lack of financial infrastructure in some *kabupaten* (i.e. Mimika): Teachers and paramedics have to come to *Kabupaten* to take their salary which spent a lot time.	affect the protected forest etc.
5. Communication strategy between Provincial and *Kabupaten* government	Lack of communication strategy causes apparatus and society in the village confused about many government program/project to be implemented in the village	Capacity building on communication strategy (i.e. program/project preparedness or socialization of the program/project) to apparatus at the *Kabupaten* and *Kecamatan* level.
6. Special Autonomy (*Otonomi Khusus*/OTSUS)	The negative impacts of Special Autonomy is among others the change in the human life style which lead to: 1. Consumerism due to large amount of fund influx to the region. 2. Emerged new disease. 3. Increased local crime due to the rapid increase of alcoholic drinkers. 4. Increased illegal traders of alcoholic drinks 5. Increased domestic violence (*Kekerasan Dalam Rumah Tangga* KDRT) 6. Created child trafficking 7. Increased prevalence of HIV/AIDS	1. Training to local police to coup with: (a) local crime that caused by alcoholic drinkers (b) domestic violence (c) child protection. 2. Support KPA (*Komite Penanggulangan AIDS*). 3. Support *Dinas Pemberdayaan Perempuan* at the Provincial and *Kabupaten* Level.

4.4 DISCUSSION: DRIVERS OF STRUCTURAL CHANGE IN GOVERNMENT FUNCTIONS

Papua has the highest development spending in Indonesia and is receiving significant attention from bilateral donors as well as multilateral agencies. However Papua remains to have very low level of human development. This implies that in so far projects and investment have been unable to effectively address the underdevelopment of Papuans. Given the anticipated influx of funds through government (Based on Law 21/2001, Inpres 5/2005 and Perpu 1/2008), the significant potentials Papua is possessing for REDD (Reduced Emissions from Deforestation and forest Degradation in Tropical countries) and anticipated increases in private sector investment, this could potentially set the stage for future marginalization of

the Indigenous Papuan population hence aggravating potential for conflict if current trends are not addressed. The contrary, an increasing prosperous Papua where inclusive development policies have raised the living standards of the indigenous population who are increasingly satisfied being part of Indonesia is as well possible if external assistance enable local government, civil society and private sector to make the change needed.

As the UNDP assessment reports[47], which was conducted in 2005, Papua is one the few regions which has shown decline in human development. This assessment concludes that Papua despite significant investment both through GOI/Papuan financed program and foreign aid assistance the situation has not improved. Key factors underlined are a lack of capacity, poor aid coordination and the need to enhance ownership of Papuan.

However, Papua has seen dramatic change as has Indonesia in general. To an extent the general drivers of change in Indonesia have significantly impacted Papua as well. These are:

- Democratization, since the fall of the new order, Indonesia has dramatically changed. The country was one of fear in suppression to one of the most democratic in the region. Widespread structural suppression of human rights has reduced significantly. Part of this change has resulted in special autonomy for Papua and Aceh. This would have been impossible during new order government. As such USAID should continue to support good governance programming at national – and provincial level. The argument can be made that USAID programming has supported initiation of special autonomy as an option. Indonesia has made significant progress but this needs to be further strengthened. If more reactionary trend prevails, revision of current autonomy is a possibility.

- Decentralization. The big bang decentralization has led to significant changes how Indonesia is governed. Its emphasis on bottom planning and a three tiered level of autonomy, starting at village levels, has made Indonesia one of the most decentralized countries. Despite its shortcoming, it has led to more investment in regional centers and through increased democratization at local level and stronger local political cadres is emerging. In Papua this progress has been slow but is emerging and something which could be supported

- More recognition of local culture and "adat". Decentralization and democratization have given more space for people to express themselves based on local culture. This has increased self confidence and enhanced a sense of belonging. This might be one of the least understood reasons why Indonesian did not fall apart during the crisis in 1998.

- The commodity boom which many of the outer Islands have experienced but which ended late 2008 has created opportunities for development of cash crop based farming systems. USAID-AMARTHA has been instrumental in Papua to facilitate local communities to utilize this opportunity. Pending on the length and depth of the current crisis, it is likely that when the world economy recovers this trend resumes. This might provide excellent opportunities to promote tree crops such as coffee and cacao but as well local crops to be managed under smallholder's schemes to provide alternative income. This requires however a more effective and demand driven agricultural extension which could built on work of Christian and Catholic missionary activity. USAID could play a leading role through the proposed kecamatan development centers proposed under this project.

Papua-related changes which could be strengthened by USAID:

- The OTSUS provides the necessary financial resources it makes however human resource deficiencies painfully visible. This demands deeper investment in developing the

[47] UNDP, 2005. Papau needs Assessment: an Overview of Findings and Implications for the Programming of Development Assistance (attached to RFP 08-009)

necessary human resource capacity at all levels. Local training resources are limited and insufficient. USAID could invest in creating training opportunity for local staff

- Recent financial windfalls have created ample opportunity for corruption. USAID has had success on improving Indonesia skills to deal more effectively with corruption and police reform. Furthermore lessons learnt from AUSAID Legal Development Facility program could be applied in Papua with emphasis on strengthening the capacity of the Papuan Anti Corruption Committee
- Bring service closer to the people but ensure that working circumstances are attractive for local staff. This entails amongst other bring deliver management and supervision to the sub district level to reduce reporting lines and enhance control over execution.

5. ECONOMIC AND FINANCIAL STRUCTURES IN PAPUA

5.1 WHAT IS THE BUDGET STRUCTURE AND ITS ANNUAL CYCLE AND HOW DOES THIS INTEGRATE VERTICALLY FROM CENTRAL TO LOCAL GOVERNMENT?

The cycles of development of national and of local levels are sequential and simultaneous (Planning - Budgeting – Implementation – Monitoring – Evaluation).[48] The calendar year starts in the first of January and ended in the 31st of December.

5.1.1 NATIONAL PLANNING CYCLE AND BUDGET ALLOCATION

The responsibility for planning and budgeting is divided between Bappenas, the Ministry of Finance and the line Ministries (Table 7). The division of labor between Bappenas, Ministry of Finance (DG Budget and DG Treasury) and line ministries is designed to achieve (i) policy-based budget formulation and (ii) a bottom-up approach. Each ministry and agency prepares its work plan (Renja-KL) with reference to the overall government work plan (RKA-KL) on the basis of revised ceilings from DG Budget. Spending warrants (DIPAs) are prepared by ministries and then sent to DG Treasury for approval. At the same time, the DG Budget checks the consistency between DIPAs and RKA-KLs. This is followed by implementation, which involves the ministries and the DG Treasury.

The following table shows who is in charge and the responsibilities in the national budget preparation process.[49]

TABLE 7: NATIONAL BUDGET PREPARATION PROCESS

Period	Agency/Institution	Responsibilities
Planning: ***January to April***	Bappenas	• Annual Government Work Plan (RKP Government Regulation) • Ensure consistency with Government Work Plan
	Line Ministries	• Annual Work Plans with indicative budget ceilings (RenjaKL Ministerial

[48] Yoke Sudarbo. December 21, 2007. *How Government Works in Indonesia. A Basic and Practical Info. A Compilation from Various Sources.* Page 7.
[49] Ibid. Page 100.

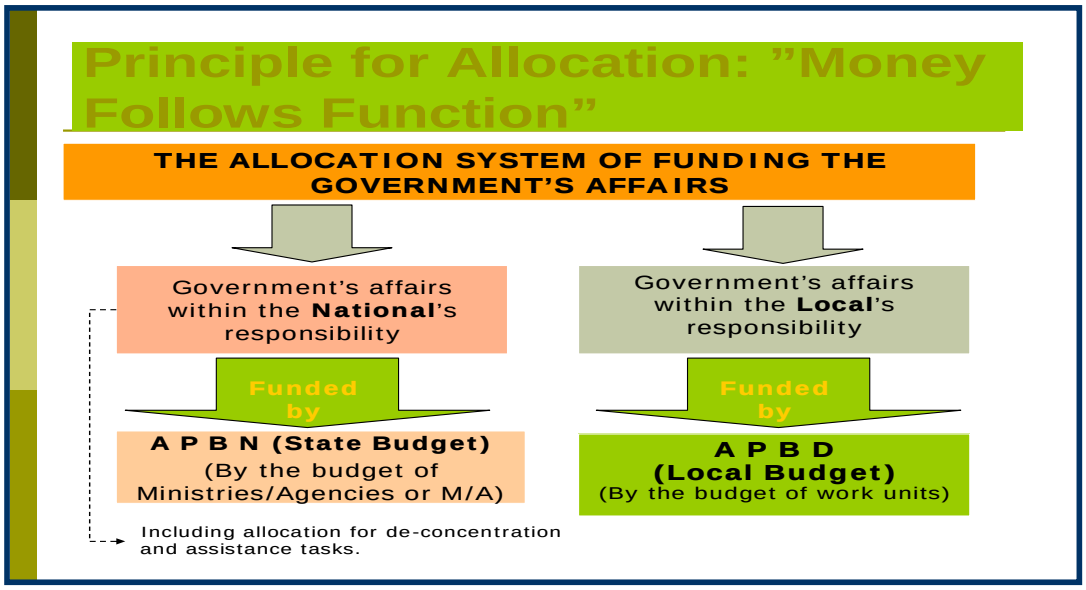
	Agencies	Regulation) • Annual Work Plan and Budget (RKA-KL)
	MoF DG Budget	• Fiscal Policy Statement • Temporary Budget Ceilings • Ensure Consistency with Budget Priorities.
	Cabinet/President	• General Policy and Budget Priorities
	DPR	• Deliberation of Government Work Plan and Fiscal Policy Framework. • Deliberation of Work Plan and Budget
Budget Preparation: ***May-November***	MoF DG Budget	• Annual Work Plans and Budgets (Annex to Budget Law) • Draft Presidential Decree on Budget Enactment.
	Cabinet/President	• Draft Budget Law/RAPBN • Presidential Decree on Budget Enactment
	DPR	• Deliberation and Approval of Budget Law • Budget Law (UU APBN)
Budget Execution ***December***	Line Ministries Agencies	• Draft Spending Warrants (DIPA)
	MoF DG Treasury	• Review and Adjustment of Spending Warrants (DIPA) • Issuance of Spending Warrants (DIPA)

Indonesia is slowly moving towards performance-based budgeting. The current medium-term development plan (RPJM) lists 32 priority areas, about 250 programs and 1,300 activities to address these priorities. Both Law No. 17/2003 and Law No. 25/2004 have formally strengthened the link between planning and budgeting. The programs that are outlined in the RPJM, the annual government work plan (RKP) and the ministerial work plans (Renja-KL) formally provide the basis for the preparation of the annual budgets by the line ministries.

Principle for Budget Allocation is:"Money Follows Function" (Figure 10). This means funding follows government functions and the financial balancing policy refers to 3 principles: (1) financial balancing between government and local government forms a subsystem of government finance as the consequence of task allotment between government and local government (2) contribution of government finance to local government in the frame of implementation of decentralization based upon delivery of duties from government to local government by paying attention to stability and fiscal balance and (3) financial balancing

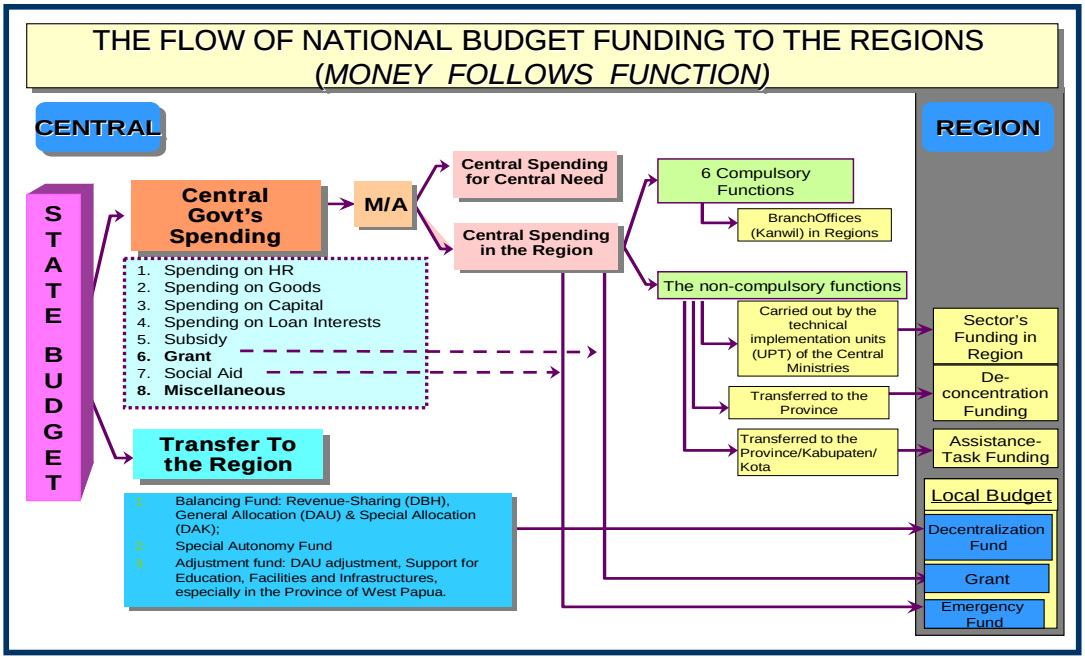
between government and local government forms an overall system in the frame of funding execution of decentralization, de-concentration and assistance task principles. [50]

Figure 10: Principle for Budget Allocation: Money Follows Function



The flow of the national budget funding to the regions ("Money Follows Function") is shown in Figure 11.[51]

Figure 11: Flow of National Budget Funding to the Regions



[50] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter V-4.

[51] Yoke Sudarbo. December 21, 2007. *How Government Works in Indonesia. A Basic and Practical Info. A Compilation from Various Sources.* Page 8.

5.1.2 REGIONAL PLANNING AND BUDGETING

There are two planning channels: the top-down channel, which is designed to ensure consistency of regional and national plans; and the bottom up channel, which develops plans from the grass-roots level up. Linkages between the two channels are weak, and inputs from below are often ignored in the final planning documents.[52]

The new National Planning Law (Law 25/2004) legitimizes the role of the planning institutions – Bappenas at the central level, and Bappeda at the regional level. The regional system mirrors the national system and includes a long-term development plan (twenty years), a medium-term development plan (five years) and an annual work plan that outlines the medium-term plan and also includes indicative funding. All three documents have to be presented for discussion in public meetings, and have to incorporate the results from the bottom-up process.

Planning in Papua is complicated by the fact that new *Kabupaten/Kota* does not yet have medium and long term plans in place that can guide the annual planning and budgeting process. Problems arise from the lack of sectoral data or databases, which are supposed to be the basis for all planning.[53]

The budgeting cycle begins in June with discussion between the regional government and the DPRD about the general budget policy for the year (Table 8). Between June and November, the detailed budget is prepared, discussed and agreed by the executive and legislative. Law 32/2004 stipulates, however, that before the APBD can be formally passed as a regional regulation (*Peraturan Daerah*/Perda), regional budgets have to be evaluated by the central government. In Papua, this means that the governor, as the representative of the central government in the region, will be in charge of reviewing and approving budgets of all *Kabupaten/Kota* within less than a month. This is likely to lead to bottlenecks at the provincial level, which in turn would cause delays in the implementation of local budgets, even though in the absence of a finalized APBD *Kabupaten/Kota* government are allowed to start spending within the limits of the previous year's budget. Table 5.2 shows regional government budget process.

TABLE 8: REGIONAL GOVERNMENT BUDGETING PROCESS[54]

Action	Time
Budget Preparation	
Regional government submits general policy on APBD based on regional government work plan to DPRD for approval.	By mid-June of preceding year.
APBD priorities and budget ceilings for each work unit (*satuan kerja*) are discussed between regional government and DPRD	
Based on priorities and ceilings, work units prepare budget estimates in accordance with their work program and submit them to regional government.	
Regional government prepares draft *Perda* on APBD and	By first week of October of

[52] The World Bank, 2005. *Papua Public Expenditure Analysis. Regional Finance and Service Delivery in Indonesia's Most Remote Region*. Page 13.
[53] Ibid. Page 13.
[54] Ibid. Page 14.

presents it to DPRD for approval.	preceding year
Regional government and DPRD agree on APBD	At least one month before fiscal year begins.
Head of region prepares draft regulation on the outline of APBD and draft budget implementation documents of working units.	
Draft *Perda* and draft regulation by head of region sent to MOHA (in case of provinces) or governor (in the case of *kabupaten/kota*) for evaluation.	Within three days of preparation
MOHA/Governor sends evaluation results on draft *Perda* and draft regulation to the head of region.	At the latest twenty-five days after receipts of documents.
If approved, *Perda* and regulation of head of region are formalized; if not approved, regional government and DPRD to make revision.	Revision to be made within seven days of receipts of evaluation results.
Budget Evaluation	
First semester realizations and estimates for second semester to be presented to DPRD	End of July of fiscal year concerned
Formal amendments to be presented to DPRD for approval	Three months before end of fiscal year concerned.
BPK to audit APBD realizations	Report to be submitted to DPRD within two months of receipt of APBD
Head of region to submit draft *Perda* on accountability report to DPRD for approval.	At least six months after end of fiscal year concerned.

Regional governments are by law required to report budget information to the Ministry of Finance. Failure to do so may lead to the withholding of transfers from the central government. A World Bank study on Papua Public Expenditure Analysis revealed that local government in Papua has been among those that report their information late or not at all.[55]

Heads of regions have to submit an accountability report to the DPRD that includes four kinds reports: (1) APBD realizations (2) a detailed explanation of realized APBD including performance measurements (3) a cash flow statement and (4) a balance sheet.

The introduction of the Audit Law (Law 15/2004) clarified the role of the external auditor, the Supreme Audit Authority (*Badan Pemeriksa Keuangan*/BPK), in inspecting both central and local government finances. BPK Audit is now required for all regional government budgets and has to be completed before the head of the region can submit the accountability report to DPRD.

[55] Ibid. Page 16.

5.2 HOW ARE FUNDS GENERATED? RELATIONSHIPS BETWEEN APBN AND INCOME FROM NATURAL RESOURCES REVENUE SHARING

Fiscal decentralization is a government policy instruments aimed at:

1. **Decreasing the fiscal gap** between central government and local government (vertical fiscal imbalance) and inter local government (horizontal fiscal imbalance);
2. **Increasing quality of public services in the region** and to decrease the gap of the inter regional public services;
3. **Raising the efficiency of the utilization of national resources**;
4. **Improving governance, transparency, and accountability** in the implementation of transfer activities to the region which should be well targeted, on time, efficient, and genuine;
5. **Supporting the fiscal sustainability in macroeconomic policy**. In addition to that to increase accountability of the management of regional public finance, authority to receive taxes is given (taxing power) is given to the region.[56]

The main instrument of fiscal decentralization is through policy transfer to the region, which consists of the Balancing Fund (*Dana Perimbangan*) and the Special Autonomy Fund (*Dana Otonomi Khusus*). In turn the Balancing Fund is consisting of: (i) the Revenue Sharing Fund (*Dana Bagi Hasil*/DBH), (ii) the General Allocation Fund (*Dana Alokasi Umum*/DAU) and (iii) the Special Allocation Fund (*Dana Alokasi Khusus*/DAK) which has become the largest component of funds transferred to the region. [57] [58] [59] [60] [61]

Nationally allocation of fund transferred to the region has increased in line with the implementation of regional autonomy and fiscal decentralization policies from Rp 8.1 trillion in 2001 to Rp 252.3 trillion in 2007. It is estimated to reach Rp 293.6 trillion in 2008, or grew at 20.2 percent per year on average.[62]

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[56] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter V-1

[57] Balancing Fund or *Dana Perimbangan* is a fund originated from the revenue of National Revenue and Expenditure Budget or (*Anggaran Pendapatan dan Belanja Negara/APBN*) allocated to the region to finance the need of the region to implement decentralization.

[58] Revenue Sharing Fund or *Dana Bagi Hasil (DBH)* is a fund originated from the revenue of National Revenue and Expenditure Budget or (*Anggaran Pendapatan dan Belanja Negara/APBN*) allocated to the region based on certain percentage to finance the need of the region to implement decentralization.

[59] General Allocation Fund or *Dana Alokasi Umum (DAU)* is a fund originated from the revenue of National Revenue and Expenditure Budget or (*Anggaran Pendapatan dan Belanja Negara/APBN*) allocated to the region to equalize inter region financing capacity to finance the need of the region to implement decentralization.

[60] Special Allocation Fund or *Dana Alokasi Khusus (DAK)* is a fund originated from the revenue of National Revenue and Expenditure Budget or (*Anggaran Pendapatan dan Belanja Negara/APBN*) allocated to certain regions to finance special activities held by the region and in line with national priority.

[61] Special Autonomy Fund or *Dana Otonomi Khusus* is a fund originated from the revenue of National Revenue and Expenditure Budget or (*Anggaran Pendapatan dan Belanja Negara/APBN*) allocated to certain regions to finance the need of the region to implement special autonomy.

[62] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter V-1

The special autonomy status carried with it an increased flow of resources to Papua. While this boost in fiscal resources is important in helping Papua "catch up", more attention needs to be paid to the quality and efficiency of public expenditure management. As history shows, economic growth and fiscal wealth alone not be enough to reduce poverty and boost development outcomes in Papua. The region has experienced high economic growth and has had a substantial amount of revenue to spend. This stands in stark contrast to Papua's consistent underperformance in fighting poverty and rising human development outcomes.

Table 9 summarizes regional revenue and expenditure in Papua Province in 2008.

TABLE 9: PAPUA PROVINCE – REGIONAL REVENUE AND EXPENDITURE IN 2008[63]

Description	Total (in millions Rupiah)	%
Revenue	**5,558,791**	**100.00**
Regional Own-Source Revenues (*Pendapatan Asli Daerah*)	311,983	5.61
Balancing Fund (*Dana Perimbangan*)	1,951,060	35.10
-Revenue Sharing Fund (*Dana Bagi Hasil*/DBH)	324,765	5.84
-General Allocation Fund (*Dana Alokasi Umum/DAU*)	876,295	15.76
-Special Allocation Fund (*Dana Alokasi Khusus/DAK*)	750,000	13.49
Special Autonomy and Adjustment Fund	3,295,748	59.29
Expenditure	**5,448,791**	**100.00**
Direct Expenditure	3,319,746	60.92
Indirect Expenditure	2,129,044	39.08
Surplus/(Deficit)	**110,000**	
Regional Financing	**110,000**	**100.00**
Revenue Regional Financing	0	0.00
Expenses Regional Financing	110,000	100.00
- Capital Formation Fund	100,000	90.90
- Local Government Capital Investment	10,000	9.10
Net Financing	**(110,000)**	

[63] Pemerintah Provinsi Papua 14 November 2007. *Peraturan Daerah Provinsi Papua Nomor 8 Tahun 2007, Anggaran Pendapatan dan Belanja Daerah Provinsi Papua Tahun Anggaran 2008.*

Papua's fiscal position will remain strong for the foreseeable future. Even before decentralization and special autonomy, Papua was the second richest province in fiscal terms. After decentralization in 2001, Papua's per capita revenues increased significantly. The recent revenue windfall is due to the large allocations from the General Allocation Fund (*Dana Alokasi Umum*/DAU) and the Special Autonomy Fund (*Dana* OTSUS). Recent large-scale investment in the natural resources sector will further boost the region's income.

Table 10 shows the Summary of Regional Revenue and Expenditure West Papua Province in 2008.[64]

TABLE 10: WEST PAPUA PROVINCE – REGIONAL REVENUE AND EXPENDITURE IN 2008[65]

Description	Total (in millions Rupiah)	%
Revenue	**1,863,354**	**100.00**
Regional Own-Source Revenue (*Pendapatan Asli Daerah*)	97,600	5.24
Balancing Fund (*Dana Perimbangan*)	1,092,754	58.64
-Revenue Sharing Fund (*Dana Bagi Hasil*/DBH)	439,954	23.61
-General Allocation Fund (*Dana Alokasi Umum/DAU*)	578,084	31.02
-Special Allocation Fund (*Dana Alokasi Khusus/DAK*)	74,715	4.01
Special Autonomy and Adjustment Fund	673,000	36.12
Expenditure	**2,586,743**	**100.00**
Direct Expenditure	1,522,290	58.84
Indirect Expenditure	1,064,453	41.16
Surplus/(Deficit)	**(723,389)**	
Regional Financing	**196,902**	**100.00**
Revenue Regional Financing	196,902	100.00
Expenses Regional Financing	0	
- Capital Formation Fund	0	
- Local Government Capital Investment	0	
Net Financing	**196,902**	

The data in the tables above shows that Papua Province received Special Autonomy Fund (OTSUS Fund) almost 5 times than that of West Papua Province. However, the total

[64] Revised APBD

[65] LGSP, Manokwari, Papua Barat 16 December 2008

population of Papua Province is about 3.5 times of West Papua Province (Papua Province 2.8 million people while West Papua Province 0.8 million people). In addition to that the total area of Papua Province is approximately 3.7 times of West Papua (Papua Province 421,981 km^2 while West Papua Province 115,364 km^2). These data depict the disparity of the allocation of OTSUS Fund. There are no clear reasons for this disparity.

Approximately 60 % of the revenue budget of Papua Province comes from OTSUS Funds while for West Papua OTSUS Funds accounted for only 36 % of the budget. In contrast, 59 % of the revenue budget of West Papua comes from Balancing Funds, while for Papua Province the Balancing Funds accounted for 35 %.

It is important to keep in mind that revenues will start falling in 2021, when Special Autonomy Fund will expire, and again in 2026, when Papua's shares from oil and gas revenues will be reduced.[66]

For fiscal year 2009 the government has allocated Special Autonomy Funds in the amount of Rp 4.0 trillion, which includes an 11 percent increase. In accordance to the Law No. 35 Year 2008, this Special Autonomy Fund will be given to Papua Province and West Papua Province.[67]

In addition to decentralization fund, the government also allocated fund to finance program and activities in which its authority belongs to the local government. They are de-concentration fund (*dana de-konsentrasi*), assistance task fund (*dana tugas pembantuan*) and fund to implement program and activities of vertical institutions in the region. Though this fund is not allocated in the Regional Revenue and Expenditure Budget (APBD Daerah), however in reality those funds are spent in the region either physically or non-physically. [68] [69]

To implement Law No. 35 Year 2008 regarding enactment of *Peraturan Pemerintah Pengganti Undang-Undang*/PERPU - Government Regulation in lieu of Law - No. 1 Year 2008 regarding amendment of Law No. 21 Year 2001 regarding Special Autonomy of Papua Province to become Law (see Box No. 1) so in the Plan of National Revenue and Expenditure Budget or (*Rencana Anggaran Pendapatan dan Belanja Negara*/RAPBN) 2009 it will be allocated Special Autonomy Fund in the amount of 2 percent of the General Allocation Fund for West Papua Province and Papua Province. This Special Autonomy Fund is mainly to be used for financing education and health. Besides, with regards to the implementation of special autonomy to West Papua Province and Papua Province, Central Government will allocate additional funds for infrastructure development up to an amount to be approved by Central Government and National Parliament. In accordance with Law No. 35 Year 2008, this Special Autonomy Fund will be divided into West Papua Province and Papua Province.[70]

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[66] The World Bank, 2005. *Papua Public Expenditure Analysis. Regional Finance and Service Delivery in Indonesia's Most Remote Region*. Page 1

[67] Ibid. Page V-79

[68] De-concentration Fund: This fund finances all the works that local governments have to do by receiving task delegation from Central Government. It does not include the six national main functions (foreign relation, defense, internal security, judiciary, monetary and fiscal policies, and religious affairs). The National Government delegates the authority to the Governor as the representative of National Government in the regions.

[69] Assistance Tasks Fund *or Dana Tugas Pembantuan*: It finances all the works that local governments have to do by receiving delegated task from the National Ministries/Agencies. It does not include the six main functions of the National government. This is a part of the Ministries' or Agencies' budgets put in the State Budget. Province, Kabupaten and City can receive this fund if they are assigned by the Ministries/National Agencies to do an assistance task.

[70] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter V-77

Law No. 35 Year 2008 as the amendment of Law No. 21 Year 2001

The establishment of Irian Barat Province, which later became West Papua Province, had implications for the implementation of Law No. 21 Year 2001. This Law only mentions Papua Province and as a result, it could be argued that only Papua Province and all Kabupaten/Kota in the region of Papua mainland are recipients of Special Autonomy Funds, whereas West Papua Province is a region that is not entitled to Special Autonomy Funds.

In addition to not being eligible to receive part of the Special Autonomy Fund, West Papua Province would also not get a part of the additional Special Autonomy Fund for infrastructure development. Besides that, West Papua Province would not receive the Revenue Sharing Fund in the amount of 70 percent as regulated in the Law No. 21 Year 2001, however, given the fact that oil and gas producers in Papua mainland are usually located in the West Papua region, therefore West Papua province would receive a portion of the Revenue Sharing Fund of the oil and gas natural resources in accordance to Law No. 33 Year 2004 by the principal of the origin.

During the development of Law No. 35 Year 2008 and before this law was enacted, the Government had take the initiative to develop a Government Regulation in lieu of Law No. 1 Year 2008 in order to overcome inconsistency problems in the implementation system of fiscal decentralization. In principal, this PERPU secured that Law No. 21 Year 2001 is valid not only for Papua Province together with *Kabupaten/Kota* but valid for the entire region, both Papua Province and West Papua Province and *Kabupaten/Kota* located in Tanah Papua.

The enactment of that PERPU, resulted in (i) Special Autonomy Fund in the amount of 2 percent of total national General Allocation Fund (DAU) to be divided between Papua Province and West Papua Province (ii) additional Special Autonomy Fund for Infrastructure to be given to Papua Province and West Papua Province separately in accordance to the agreement between Government and Parliament (DPR) and (iii) Revenue Sharing Fund (DBH) of oil and gas to be allocated to West Papua Province in the amount of 70 percent. Meanwhile other DBH of Natural Resources, except DBH of Fisheries will be divided in accordance to the location of the region based on origin.

Revenue inequalities are high. Measured on a per capita basis, the fiscally richest *kabupaten* (Kabupaten Sorong) had almost five times more revenue in 2003 than the poorest *kabupaten* (Kabupaten Biak Numfor). This inequality is primarily driven by natural resources, which mainly benefit a small number of *Kabupaten/kota* that host mining operations.[71]

[71] The World Bank, 2005. *Papua Public Expenditure Analysis. Regional Finance and Service Delivery in Indonesia's Most Remote Region*. Page 20.

5.3 HOW GOVERNMENT BUDGETS ARE DISBURSED IN SUPPORT OF THE VILLAGE BASED DEVELOPMENT PROGRAMS PNPM AND RESPEK?

5.3.1 SITUATION IN PAPUA PROVINCE [72]

Until now development funds have mostly been used to fund the bureaucracy and the government administration, followed by infrastructure. Only a very small portion has been allocated for development activities in the villages. This condition needs to be reversed so that the budget structure of Papua Province becomes pyramidal with the largest portion of the budget being available for the people.

At the moment the Special Autonomy Fund is still available and its utilization should be focused soon on increasing public services for people in the districts and villages which is channeled through the RESPEK (Village Strategic Development Plan) program. Channeling direct fund to district and village level through Block Grants stimulates communities in developing initiative and self reliance to meet the needs of the community. Later on the implementation of the Special Autonomy Fund will be allocated to *Satuan Kerja Perangkat Daerah*/SKPD (Unit Task Regional Development), focusing on optimization of public services in villages and remote areas. Particularly for Papua Special Autonomy Fund, all efforts need to be made to ascertain that this fund provides truly the best benefit for the welfare of the indigenous people of Papua.

Accordingly, the following allocation principles for budgets could be adopted:

1. Fund originating from the implementation of Special Autonomy in Papua Province should not be used for financing general administration of the government. Budget for general administration should be taken from the allocation of balancing funds, the General Allocation Fund in particular which is allocated separately to provincial and *kabupaten* governments and cities.

2. Budget originating from the national *Dana Alokasi Umum*/DAU (General Allocation Fund) — Article 34, clause 3, character e Law No. 21 Year 2001, should not be used for macro infrastructure development. The macro infrastructure development fund is taken from sources of funds as governed in article 34, paragraph 3, clause f Law No. 21 Year 2001. The allocation needs to be approved every year by Governor and DPR (Local Parliament).

3. Each village in Papua Province should receive funds directly (block grant) allocated by the Province to villages, which was on average an amount of Rp 100 million in the 2007 fiscal year. This will be gradually increased until 2011. Utilization of this fund is determined entirely by the village society solely based on their needs, through intensive facilitation, following transparent and accountable processes. In addition to that, each district receives Rp 200 million on average to ensure that facilitation and coordination of village based needs assessments and development of plans are properly conducted.

4. Special Allocation Fund, which should be allocated in the form of block grants to villages and districts, should entirely be directed to solve problems at the village level focusing on

[72] Provinsi Papua, November 2006. *Peraturan Daerah Provinsi Papua Nomor 10 Tahun 2006 tentang Rencana Pembangunan Jangka Menengah Daerah (*RPJMD*) Provinsi Papua Tahun 2006 – 2001*. Page 83.

the improvement of food and nutrition, quality and coverage of health services, quality and coverage of education, support to local economy and people's income generating activities, and village infrastructure developments. All of these programs should be coordinated and become part of the *Rencana Strategis Pengelolaan Kampung*/RESPEK (Village Strategic Development Plan) for all villages in Papua Province.

5. Increase the allocation of funds for the priority programs of Papua Special Autonomy that is in the field of education, health, empowering people's economy and basic infrastructure in the remote areas.

6. Guarantee the sustainability of development in Papua Province, in accordance with simplification article 38, clause 2 and in which it is stipulated that from revenues resulting from exploitation of natural resources, Papua needs to reserve a portion for an eternal fund which can be used to finance various development activities in the future.

Recognizing the need to stimulate better village development the Provincial Government of Papua in collaboration with University of Cendrawasih (UNCEN) in November 2006 conducted a review of the management of the OTSUS Fund /Special Autonomy Fund in 18 *kabupatens/kotas*.

The results of the study revealed that the main problem of the management of OTSUS Fund /Special Autonomy Fund were: [73]

- The delay of the discussion of RAPBD (Draft Regional Revenue and Expenditure Budget) caused the delay in the administration;
- The changes of the budget administration system (KEPMENDAGRI 29/2002/Minister of Home Affaire Decision No. 29/2002);
- Disbursement of fund from central government was late;
- Lack of knowledge and skills of program/activities implementing staff;
- Geographical and transportation obstacles;
- Problem of "*hak ulayat*" or traditional rights;
- Reports on program/activities performance are usually late;
- Monitoring and controlling are not conducted effectively; and
- The utilization of several program/activities is not in line with policies and guidance of the management of OTSUS Fund /Special Autonomy Fund.

5.3.2 SITUATION IN WEST PAPUA PROVINCE

Regional Own-Source Revenue (*Pendapatan Asli Daerah*/PAD) of West Papua in 2008 is small, only Rp 97,600,000,000 or 31 % of the PAD of Papua Province. This is because several assets owned by West Papua Province have not been transferred by Papua Province. The Central Government together with Papua and West Papua Provinces has determined which assets should be transferred to West Papua Province from Papua Province. However, this arrangement has not been completed yet which has become a serious concern of the local government of West Papua Province. Revenue Budget of West Papua Province from

[73] Pemerintah Provinsi Papua, Nopember 2008. *Pengelolaan Dana Penerimaan Khusus Dalam Rangka Pelaksanaan OTSUS PAPUA 2002 – 2006*. Page 17.

Special Allocation Fund (*Dana Alokasi Khusus*/DAK) in 2008 is only Rp 74,715,276,220 or only 10 % of the DAK of Papua Province.

West Papua Province is also implementing the RESPEK Program. The view of the Government of West Papua Province is that this program was copied from the *Bantuan Desa* (Bandes) Program -- a Central Government Program implemented from the beginning of the first *Pembangunan Lima Tahun*/PELITA (Five Year Development) until end of *Orde Baru* (New Orde/President Suharto Era). The implementation of the RESPEK Program in West Papua province during last fiscal year (2008) was well coordinated amongst villages and sub-districts (*kecamatan*), however this year *kecamatan* does not know much about the planning of the RESPEK Program in the village. *Kecamatan* have complained about this situation.

The RESPEK Program functioning very well in Papua Province at present. It is not governed or regulated properly by a regional regulation (PERDA). This has been acknowledged by the government of Papua Province and a PERDA for RESPEK Program is now being prepared.

5.4 WHAT IS THE RELATIONSHIP BETWEEN GOVERNMENT BUDGETS AND DONOR ASSISTANCE IN THE FORM OF GRANTS AND LOANS?

5.4.1 THE STRUCTURE OF LOAN FINANCING

As of the first semester of fiscal year 2008, total government debt reached US$ 158.82 billion or equivalent to Rp 1,465.1 trillion which comprised an amount US$ 63.17 billion (equivalent to Rp 582.7 trillion) of foreign loans, government bonds in Rupiah currency amounting Rp 779 trillion and government bonds in foreign currency totalling US$ 11.2 billion (equivalent to Rp 103.3 trillion).

The structure of government budget from loans for fiscal year 2009 is planned through:

1. Domestic Non-Bank Financing
   a. Issuance of *Surat Berharga Negara*/SBN *dalam negeri* or domestic government bonds (net) which is estimated to be Rp 58.3 trillion.
2. Foreign Loan Financing
   a. Issuance of *Surat Berharga Negara valuta asing (valas)* or foreign currency government bonds which is projected to be Rp 36.4 trillion in the international market.
   b. Gross drawings is estimated to be Rp 46 trillion resulting from program loans Rp 21.2 trillion and project loans Rp 24.9 trillion.

Total net loan financing for fiscal year 2009 is projected to be Rp 81.1 trillion or 7.2 % of the total national budget (Rp 1,122.2 trillion).[74]

The following constitute the main issues which need to be addressed:

[74] Ministry of Finance, 2008. *Nota Keuangan dan Rancangan Anggaran Pendapatan Belanja Tahun Anggaran 2009 Republik Indonesia*. Chapter VI-17

1. The share of loans originating from the capital market is getting larger and larger, while the availability of "soft" loans from multilateral and bilateral institution has been reduced. As a result national budget and fiscal management is more vulnerable to market dynamics. Thus, the role of donors in providing soft loans is very important for the Government of Indonesia for running government structures and implementing national development. To fill the financing gap, the Government of Indonesia will seek grants first, followed by soft loans from donor countries or international financial institutions.

2. Over the next five years, the Government of Indonesia has to repay loan installments totaling Rp 89.2 trillion annually. With that in the next five years the risk of refinancing is high. Most of the government debts are denominated in foreign currency therefore the vulnerability to the value of foreign exchange can increase the burden to repay the loan principal amount.

3. The disbursement of Rupiah cost sharing fund from the Government of Indonesia is sometimes delayed or not happening at the same time with the realization of grants provided by donors. This can cause delays the implementation the projects.

To achieve effective debt management, the government policy on debt management is governed by Law No. 17 of 2003 regarding Public Finance which stipulated that the total cumulative amount of central and local government loans should not exceed 60 % of the gross domestic product for a particular year. Through cost sharing, donor assistance can assist the Government of Indonesia to limit loan request to donors and to raise the ownership of the programs/projects.

5.4.2 GRANTS

For fiscal year 2009, the Government of Indonesia has estimated the total grant amount to be Rp 0.9 trillion, which is Rp 2.1 trillion less compared to the prediction of the realization of grants in 2008 (Rp 3 trillion). One of the major factors that contributed to the decline of the total projection of grant money this year is because of the completion of grant commitments of donor countries related to rehabilitation and reconstruction of the regions that were impacted by natural disasters, like Nangroe Aceh Darussalam and Nias and Yogyakarta. In 2009, the government policy on grant management is the same as last year where all revenues from grant should be recorded in the national budget (APBN). The main purpose of this policy is to ensure that the administration of grants received is done properly and to guarantee accountability in reports on grant utilization.

Grants provided by donor countries and/or international agencies, either multilateral or bilateral, really assisted the Government of Indonesia to finance development programs/ projects. Donor coordination will also raise the efficiency and effectiveness of the grant utilization. Co-financing from the government of Indonesia will increase ownership of programs/projects. The relationship between the national budget and donor assistance is obvious as it can fill the financing gap and support fiscal sustainability.

5.5 DISCUSSION: IMPLICATIONS OF ECONOMIC AND FINANCIAL STRUCTURES FOR POTENTIAL USAID ASSISTANCE

Operational funds are available in provincial and kabupaten budgets to fix issues of service delivery. In many ways money is not the problem, the efficient and effective use of it are hindering the delivery of services. Technical assistance is required to:

- Provide high quality advice; and
- Ensure that annual funds are directed according to plans and priorities. There is a need to move away from a focus on infrastructure (buildings) to human resources.

Over the last couple of years there has been a dramatic increase in Province and Kabupaten budgets, however Government fiscal structures do not help or are ineffective. The local government flexibility over local spending priorities is limited to *Cost sharing* and *Balancing Fund* components of their budgets. Major components of budgets from national and provincial funds are tied to source priorities. This means disparity among Kabupatens. This has also implications for decision making on project/investment proposals and corruption.

There is a strong and widespread tendency to spend money on infrastructure and not services (Mimika is extreme – Rp400 billion spent on schools but no operational budgets). At the same time there is consistent concern about the challenges of maintaining teachers and health-workers in villages, but no acceptance that this is something that can be addressed effectively.

Both Provinces see the importance of developing technical capacity at the District (Kecamatan) level and are allocating money directly for this, by-passing Kabupaten. PNPM is a national initiative under the National Poverty Reduction Strategy to fund village level services delivery and RESPEK is a provincial initiative to move financial capacity directly to villages from OTSIS funds. Purpose for both RESPEK and PNPM is to build local capacity to implement village development projects and to empower villages to lever further Kabupaten money.

Programs are based on an early concept of BANDES introduced in Repelita I. Under RESPEK Rp 100 million has been allocated to each village (RESPEK) to address local priorities: infrastructure; education/training; health; environment and business investment. Under the two programs approximately 1000 facilitators, funded nationally, have assisted in the implementation of PNPM and RESPEK funding in both provinces. Assistance is being provided, through World Bank and AusAID, in the training of facilitators.

Nevertheless, lack of preparation has created serious problems and misunderstandings, including with financial distribution and utilization of funds due to limited experience with dealing with money and limited experience in planning its use combined with cost of local projects so high that fund is inadequate.

The experience with BP is shows that access to trainers/facilitators is often inadequate (too few too late). The support from Kabupatens who are required to screen proposals before money is disbursed; usually does not occur. Another issue is that a village structure to manage funds no longer exists. LKMD was dismantled and has not yet replaced by a new body.

The programs have been contributing to welfare dependency that there is a danger that RESPEK will become the driver of rural ethnic Papuan social disintegration.

Finally, RESPEK is not well accepted by the West Papua Government who wants to take a different course – focus on strengthening service delivery through the Kecamatan level of government and at community level there is confusion about the RESPEK and PNPM funding.

In addition to these issues there remain fundamental problems about the management of the Special Autonomy funds through government which interferes with how effectively it is used top achieve its objectives of improving the conditions of rural Papuans.

An independent evaluation of the impacts of Special Autonomy (OTSUS) after its first 6 years has been undertaken by a partnership of academics and veterans in Manokwari. This analysis concluded that OTSUS has failed to provide welfare to Papuan society (see also Box 5.2). Corruption is perceived to be the main factor behind the failure of OTSUS; there have been calls for President Susilo Bambang Yudoyono (SBY) to intervene in this problem. The high poverty incidence, malnutrition, limited access to education for poor people, high HIV/AIDS incidence and high illiteracy rates in Tanah Papua are clear indications that OTSUS has not delivered as expected. According to coordinator of this element of the society, OTSUS together with the available OTSUS Funds should have been able to address some of the problems. However, the opposite seems to have happened: those who received welfare and became prosperous are the elite of government civil servants. Furthermore, if corrupt behavior is not addressed by the law enforcement agencies, the public trust in law enforcement agencies in the region will be undermined.[75]

President SBY has been asked to establish a representative office of KPK (Commission on Anti Corruption) in Manokwari to investigate the source of origin of the wealth of government civil service executives and members of the legislative bodies and their families, including their bank accounts. In addition to that KPK is being asked to investigate government institutions at *Kabupaten/Kota* level upon receiving indications of the improper usage of donations domestically and abroad for HIV/AIDS relief. In the evaluation mentioned above the performance of the KPK has been highly appreciated.

[75] Harian Cahaya Papua, 15 December 2008. *Korupsi, Biang Keladi Gagalnya Otsus, KPK Didesak Hadir di Tanah Papua.*

Mr. Sem Howay and Mrs. Anace Kambu – Indigenous People – Tribe Ayamaru, Kampong Kelauyuk, District / Kecamatan Sorong Timur, Kabupaten Sorong

Mr. Sem Howay (graduated from Primary School) and Mrs. Anace Kambu (graduated from Women Skill Vocational School) has 6 children live in an unhealthy small wooden house with very poor sanitary and hygienic conditions and no electricity. This landless family cultivates 1 hectare of land which is owned by a migrant from Java. The owner of the land transmigrated to Papua from Java a long time ago. The family grows vegetables and tree crops (i.e. jack fruit, matoa). There is no awareness of improved agricultural technologies (high yielding variety/seed, fertilizer, irrigation, land preparation etc.). During the last twenty five years, they just met once with the PPL who provided agricultural equipments and tools but never received any extension education or training on farming.

The family complained about floods that occur regularly on their farm and destroys their crops. The flood is caused by environmental conditions which seem to get worse over time (run off, erosion and the establishment of the settlement surrounding his farm).

Neither officials at kampong or *kecamatan* level have asked this family to participate in the decision making process to plan and implement the village development program. However this family knows that there is development program in his village i.e. village road infrastructure and village health center (Posyandu).

Locations of Primary School and Secondary School are far away from the residence where their children have to walk 7 km to go to Primary School (SD) and 13 km to Secondary School (SMP) every day, although the location of the farm is semi urban; not a typical remote area. Because they live in semi urban area this family sometime goes to supermarket nearby the house to buy their daily needs.

Though they are poor, they do invest in the education of their children. They encourage their children to study and work hard at school in order to achieve better future. The oldest child graduated from UNCEN, majoring in social science, the second child is still studying at UNCEN, majoring in electrical engineering, even though this family falls under the category of poor families who received BTL – *Bantuan Tunai Langsung* (Direct Cash Aid) from the government.

The OTSUS Fund has not been able to increase the welfare of these typical indigenous people. This is exemplary for many indigenous poor people in the semi urban areas. The conditions are even worse in the remote areas or in the hinterland.

6. INFRASTRUCTURE AND DEVELOPMENT DIRECTIONS IN PAPUA

6.1 WHAT ARE THE MAJOR INFRASTRUCTURE ISSUES IN PAPUA AND WEST PAPUA?

The concept of public *Infrastructure* relates to those elements of the built environment which support the functions of society. The term is normally taken to be concerned with power, communication and transport. Within communities, water supply, sanitation and waste management are also critical elements of infrastructure. Public housing and buildings may also be included, although public infrastructure is more concerned with creating the basic functions in the built landscape that allow people to carry on their lives safely and in good health. Markets are a significant public infrastructure activity in Indonesia. Attempts by governments to impose particular forms of housing on communities typically fail.

Infrastructure planning and management is concerned with identifying what infrastructure is required, where it should be distributed and how it is sustained. The fundamental question that needs to be asked in relation to infrastructure planning and management is for whom and at what cost? If infrastructure is provided that is not sought by the community and if there are insufficient people to support the cost of its maintenance, infrastructure will not succeed in its purpose of supporting peoples' needs.

The alternative to this community-centered approach is where government makes decisions to proceed large scale infrastructure projects in order to open regions to economic development. Such interventions may be justified in providing opportunities to access strategic resources and typically these projects are effective in providing economic opportunities because they are labor intensive. While there is nothing intrinsically wrong in this *nation-building* approach, planning for such activities as major road, bridges and transport networks need to be clear and transparent as to their purpose and aware of the social and environmental implications of the changes they will bring.

In the Provinces of Papua and West Papua, there are grand plans for infrastructure development of this scale. Indeed following on major engineering reconstruction programs as that post-tsunami in Aceh by moving focus to these provinces is apparently a national priority of BAPPENAS and multilateral and bilateral donor assistance is being identified by the World Bank and AusAID. In addition it appears that significant sources of funding may be available to Indonesia through the US Millennium Development Fund. In order to help relieve some of the impacts of the current and worsening global economic downturn, the Indonesian Government has announced that a number of long term infrastructure projects will be commenced from March 2009.

The implications of this situation for the Provinces of Papua lie in the potential for conflict as the strategic position of its natural resources for the economic development of national and provincial economies confronts the social and ecological impacts of opening access to the interior from the major towns and cities. This potential for impact is far greater in Papua than in other parts of Indonesia because of the changes it will bring to highly diverse and

isolated groups of people and to highly diverse and globally significant ecosystems[76].The potential for conflict is particularly high because of the opportunities access will provide to resources considered to be the property of local communities under their systems of customary ownership.

Transparency of purpose and the underlying economic effectiveness and efficiency of planned infrastructure will be essential if new major structures are to be any more sustainable than those which have been built before.

6.2 WHAT INFRASTRUCTURES IS IN PLACE OR PLANNED?

Infrastructure development covers transportation, clean water, electricity, and telecommunication. For transportation development it includes roads bridges, land, sea, air, river and lake and ferry infrastructures. This section provides a brief review of the status of these infrastructure sectors.

It will be clear from these data that the provincial capitals and the older established urban centers are driving the agenda for infrastructure development. However, as fragementation of the administrative structure proceeds with more Kabupaten being established there is a new political driver which is complicating an already difficult challenge. The establishment of new growth centers through the development of the capital of *kabupaten* automatically pushs the need to increase access to the former *kecamatans*.

A dilemma facing province infrastructure planners is to gain agreement from local governments about priority project that would contribute to cross boundary transport and communication networks. Interestingly local governments are demonstrating there on priorities by looking at issues of connecting their own populations first. There are significant lessons to be learnt from this actuality. Perhaps it would be more effective to consider how to develop infrastructure from the local area out rather than trying to solve the problems of connecting decentralized communities to the artificially centralized center represented by provincial capitals and Kabupaten towns.

Social and economic development in Papua Province encounters many constraints, because there are still many areas and communities that are isolated and not yet reached by transportation services. This scarce infrastructure limits trader's access and communications with remote agricultural areas, which, limits access to market and the competitiveness of farmer's product.

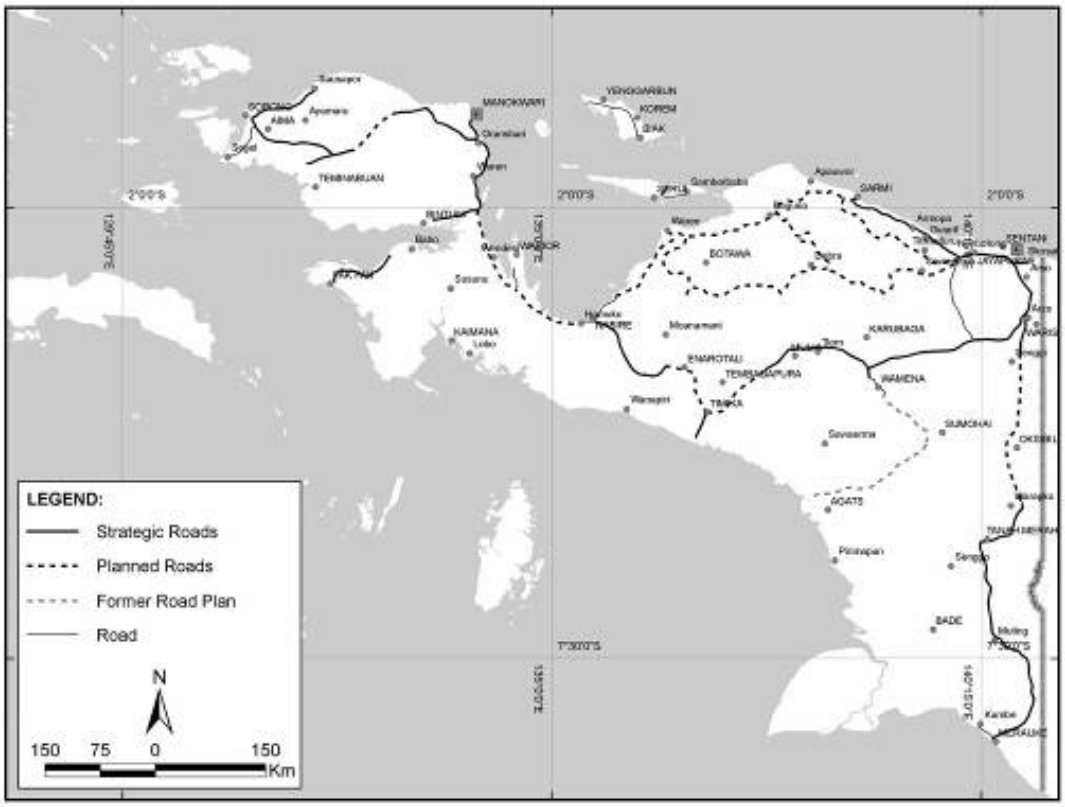
6.2.1 TRANSPORTATION

The expansion and maintenance of Papua's road network has been a major development priority for both the central and provincial governments over the course of the past decade. Papua's roads are in substantially worse condition than those in the rest of Indonesia. The 2,300 km of national roads in the provinces represent about 7% of the Indonesian national

[76] It is interesting to note that the introduction of forest activities into the slopes of the Baliem Valley has already resulted in the widespread death of trees apparently from the spread of *Phytopthora cinnamomi* introduced on machinery along the logging roads

road network. 40% are considered to be in good and fair condition compared to the national average of about 80% in good and fair condition. USD 30.3million was allocated for road construction in 2008 and USD 28.6 million for road maintenance (World Bank 2007) (Figure 12).

Figure 12: Road Infrastructure in Papua and West Papua (Government of Papua 2008[77])



Three major inter-kabupatan roads have been developed. These are supposed to link Nabire to Enarotali; Jayapura to Wamena and Merauke to Tanah Merah and Waropoko. The total cost of the 1500 km of road is about USD93 million yet only 19%, 21% and 35% respectively of the roads have been sealed erosion has already made the Wamena road impassable with over a third disappearing into the encroaching forest.

Papua's geographic conditions make road building more difficult than in any other regions. To build roads in the interior heavy machinery that can only be moved by plane. In *Pegunungan Bintang*, roads construction had to be postponed for almost a year as materials and machinery had to be flown in part by part – Oksibil's airstrip can only accommodate small Cessna planes. Thus, building roads in the highlands is not only very expensive but also technically difficult.[78] Nevertheless, the Papuan provincial government has a number of additional road plans: Enarotali to Timika and on to Mulia in the highlands; Tanah Merah with Jayapura and Nabire to Waren on the north-west coast. Cost of building a new road and or maintenance the existing road in the *Kabupaten* of Merauke is very expensive because its region doesn't have sources of rock. It costs as high as Rp 6 billion for constructing one kilometer of a new road.

[77] Government of Papua Province 2008. *Strategic Environmental Assessment for Spatial Planning in Papua Province, Indonesia.* The World Bank, Jakarta

[78] The World Bank, 2005. *Papua Public Expenditure Analysis. Regional Finance and Service Delivery in Indonesia's Most Remote Region*. Page 54.

There is in addition a plan to create a 91 km long, 6 lane 'toll-road quality' road to be known as Jayapura Ring Road. This road is linked to an ambitious provincial capital new city.

There is a further major road network proposed to circle the Van Rees and Foja Mountains in the Memberamo watershed and this would presumable facilitate resources development plans for this region.A road network has also been developed in the district of Mimika (where PT Freeport is located). PT Korindo (a logging and oil palm company) has developed a road network in Boven Digoel district. These road developments are closely related to large scale mining logging and plantation activities.

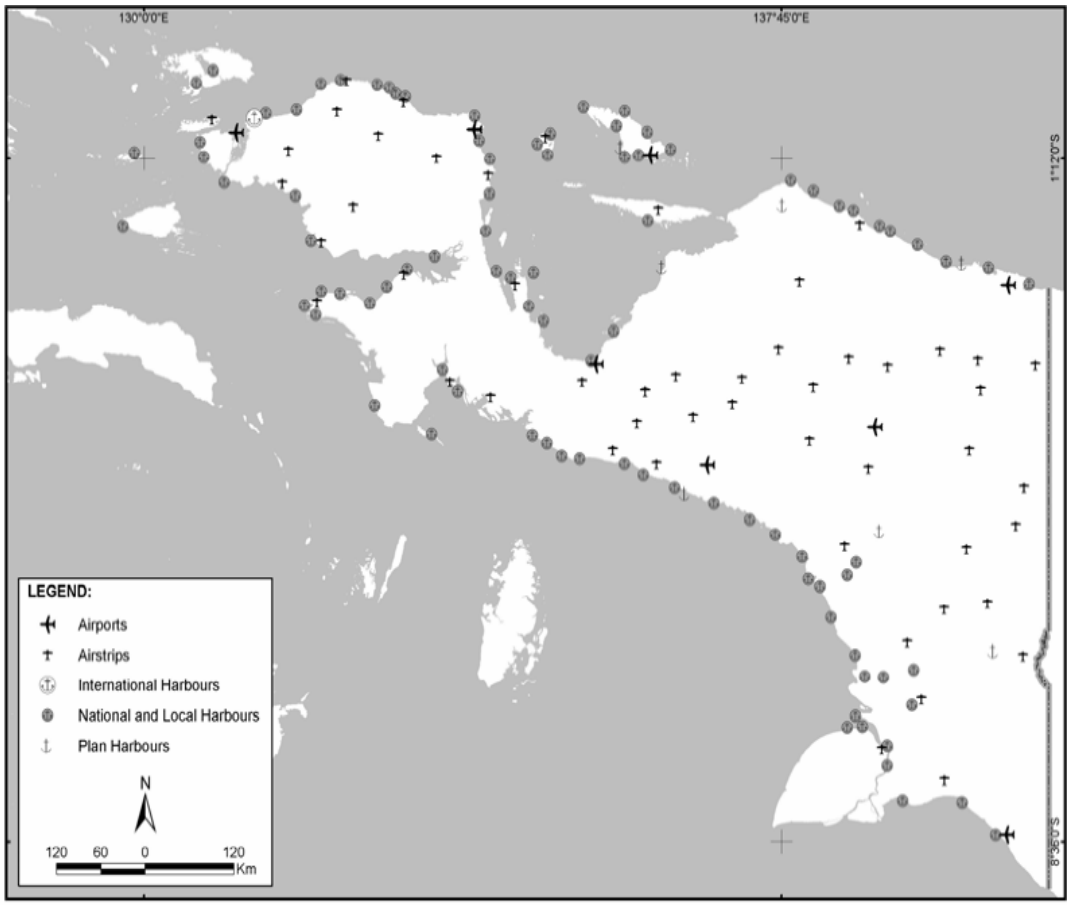
In 2001 the central government proposed a 'roads for logs' deal which would require the developer to construct the trans-Papuan highway over a length of 11,280 km in return for the rights to all of the logs within five kilometers on both sides of the highway. In addition the developers would be given the rights to manage plantation and other forestry projects in the surrounding areas. This arrangement has not gone ahead but recalled in relation to the on-going interest in large scale road networks it is concerning to consider who will be the actual beneficiaries of these engineering feats.

The provincial governments also recognize that air and sea transport are important transport options to connect remote islands, community areas on coastal gulfs and on the side of rivers. Landing stages and ports that are already developed are still very limited, from concrete and stone landing stages to landing stages constructed with wood. These simpler landing stages cannot efficiently handle the loading and unloading of goods and embarkation-disembarkation passengers. Water transportation constitutes a type of transportation that is relatively cheap compared to land transportation, bearing in mind that development and maintenance costs for water transportation are not expensive.

There has been a long standing reliance on sea and river transport. Figure 13 shows the dense distribution of ports along the coastline and along navigable stretches of river going deep inland. Sorong is currently the only international sea port but recent upgrading of container facilities in Jayapura is indicative of progress in plans to upgrade the facilities in the provincial capital. Airports are scattered across the province and can be found at the city of Jayapura, Arzo, Barmi, Nabire, Timika, Wamena, Tanah Merah and Merauke. Around 400 small airstrips have also been established throughout the province. Airport and seaport facilities in several regencies/mayoralities are no longer able to accommodate flows of planes and ships and sharp increasing number of passengers and goods. For instance: Sentani Airport in Jayapura, Moses Kilangin Airport in Timika, Frans Kaisiepo Airport in Biak, Mopah Airport in Merauke, Jayapura, Timika and Merauke seaports.

The provincial department of transport plans to upgrade and construct 4 international airports in Papua capable of landing large commercial jet airliners (>3000m runway length). USD 35.4 million has been allocated for airport developments and USD 19.2 million has been allocated for sea and river port developments.

Figure 13: Distribution of ports and airports in the provinces of Papua and West Papua (Government of Papua 2008)



However, transportation services to the interior areas in Papua Province can only be carried out by air. In Papua Province there are 4 international airports (Sentani-Jayapura, Biak, Merauke and Timika), 59 domestic airports (including *perintis* airport), and ± 297 airstrips that are managed by Church or Community based organization. Air transport services are run by 8 airlines for carrying passengers and 2 airlines carrying goods or cargo. Airport facilities in central mountain area (except in Wamena) are very limited and only planes of DHC-6 (12 passengers) type can land. At the coastal areas, islands and rivers in the southern and northern coast of Papua, infrastructure and superstructure for land, river and lake transportation is limited.

In general village infrastructure is still unavailable, especially for land transportation connecting districts. People in the hinterland and remote areas, must walk, sometimes for several days, to reach another village or district. For inhabitants of islands, rivers and lakes, their main transportation is boat.

6.2.2 TELECOMMUNICATION[79]

Telecommunications infrastructure to date in Papua is modest. Fixed telephone lines and mobile coverage can be found in major towns and cities as is access to broadband coverage. Satellite access is possible almost everywhere but has not been a mjor focus of development because of limited demand.

The government plans to construct an Eastern Palapa Ring (fibre network) to allow broadband internet establishment in major population centres and it may be possible to connect more remote places up to 35km for mobile phone access with the use of yagi antenna on bamboo poles. The Governor of Papua has already expressed an interest in developing ICT in education strategy.

Cell phones and improved internet connections could have a major impact on improving livelihoods – and also on opening up isolated areas. Access to cellular phones can make a real difference in also allowing poor people to break out of isolation. Improved mobile phone coverage to isolated areas becomes very important.

6.2.3 ELECTRICITY

Improving access to electricity is a priority for the Papuan government which allocated USD 8.5 million to this objective in 2006.

Nevertheless, access to power is very limited outside the urban centres. In 2005, PLN were supplying electricity to only 190,000 households or around 25% of households in the provinces. This is far below the average national electrification rate of 65%.

Current electricity supply has focused on serving the urban population rather than on households that live far from the PLN grid, including remote areas. Papua province is estimated to need another 20 MW of additional capacity to support households that are far from the electricity grid and those in remote areas.

Increasing access will require substantial infrastructure development to upgrade production. At the present time electricity is generated from isolated systems in Jayapura, Biak, Sorong, Merauke, Manokwari and Timika. In 2005, the total dependable capacity was around 93 MW while at the same period the peak demand was 106 MW resulting in a system with deficits and no reserve capacity for maintenance. Jayapura is the largest network in the provinces and absorbs 35% of the electricity produced. Even in Jayapura, on average almost every day the electric supply from PLN is cut, therefore many hotels, government and business offices reserve their own generator machine to anticipate if PLN had problem on the electric supply.

PLN plans to build two 10 MW coal power plants in Jayapura in 2008 and 2009. With the assistance of an ADB loan, PLN is also constructing microhydro power plants with a planned total installed capacity of 23 MW in Manokwari, Serui, Depabre, and Jayapura. These projects are projected to cost USD 71 million.

There are several mining, and oil and gas projects that generate their own power for their industries and the settlement where the employees live. The Freeport mine, for example, produces 250 – 380 MW, more than twice of the entire province's peak demand, while the surrounding areas lack electricity supply.

[79] Ibid. Page 22

The provincial government is also considering a 'Mamberamo mega-project' which would involve construction of a series of dams in the Mamberamo region to generate approximately 20,000 MW of electricity mainly for mining and smelting.

These plans do not meet existing needs. As the population continues to grow and economic activities increase, so will demand for electricity. Alternative small scale village generators using solar, water and wind technologies should be explored.[80]

Growing local independence is a real option in terms of guaranteeing power. For example during field work in Kaimana four PLN generators were broken, resulting in the need to halt economic activity for at least a week. One of the difficulty faced by PLN was they have to purchase the spare part of the broken generator which takes a time to search in the authorized shop.[81]

6.2.4 WATER, SANITATION AND WASTE MANAGEMENT

In 2006 3% of the villages in Papua and West Papua had access to piped water. In 2005 there were 9 Kabupaten managed the provision of clean water through the PDAM and even among those that do service is poor: distribution averages 6 hours per day; and there are reports of service being out for 24 hours at a time. In some Kabupaten that do not yet have PDAM.

Emphasis on sanitation and waste management in urban areas is still minimal, reflecting relatively small populations; However, the extent of contamination of ground water in Merauke for example emphasizes the extent of this growing problem. There is limited infra structure and equipment, also community awareness the benefits of a clean town areas is still insufficient. Drainage in urban is not yet administered well. There is still flooding and overflowing water on roads.

Emphasis on these areas of infrastructure might take two courses:

- A focus on partnership with housing developers to ensure piped water services, sealed septic tanks and solid waste management systems are incorporated in the planning and building of the rapidly expanding new housing estates in the provincial capaitals; and
- A strong focus on the importance of clean water and sanitation and waste management in combating disease.

6.2.5 FINANCIAL INFRASTRUCTURE

The condition of financial infrastructure for doing business has improved over the past few years especially in the West Papua Province. As of August 2008, there is one regional office of Bank Indonesia in Jayapura which serves Papua Province and West Papua Province. There are no plans to a further regional office of Bank Indonesia in Manokwari, though the economy of West Papua Province is projected to grow rapidly with the operation of BP Tangguh and its integrated social program programs and implementation of special autonomy in the region.

[80] Ibid. Page 22.
[81] Harian Media Papua, 15 December 2008. *4 Mesin PLN Rusak, Kaimana Gelap Gulita*.

As of June 2008, under supervision of the regional office of Bank Indonesia Jayapura, there are 12 Conventional Commercial Banks, 2 *Syariah*/Islamic Banks, 6 *Bank Perkreditan Rakyat*/BPR (Rural Credit Banks), and one BPR *Syariah*/Islamic Rural Credit Bank with total service network of 218 offices and 250 ATM. According to the staff of Bank Indonesia Jayapura, indigenous people are able to withdraw money through ATM in some places in the remote upland areas, although this is still very limited.

Bank Papua, a Papua Province state-owned commercial bank has established 235 service points across Papua, equipped with cashiers and supervisors to help distribute the block grant in 235 service points in Papua and West Papua Provinces. Bank Papua has recruited senior-high school graduates, mainly indigenous Papuans or those who were born in Papua, to be employed in districts and villages to handle and supervise the distribution of block grant, which will be managed by village community. Bank Papua has coordinated will all related government apparatus at district, village, and sub-district level, especially on the opening of bank account at Bank Papua.

Bank Papua also cooperated with various government agencies, which have the authority to channel block grants like Village Community Empowerment Agency, district head, village and sub and sub-district chiefs. The purpose is to avoid discrepancies in fund distribution and to make sure that at the end of October 2008, all villages and districts have received the funds as scheduled.

6.3 DISCUSSION: WHAT IS THE PHILOSOPHY BEHIND INFRASTRUCTURE EXPANSION PLANS: JUSTIFICATION AND REALITY OF PRO-POOR AND FACILITATION OF SERVICE DELIVERY VS ACCESS TO RESOURCES?

Papua has high per capita spending on infrastructure relative to other regions in the country.. The expenditures cover the transportation sector, as well as water and irrigation. Papua has the third highest infrastructure spending per capita with around Rp 44,000 per person. This figure is twice as large as the national average of below Rp 20,000 per person.

Nevertheless, the evidence suggests that this high rate of expenditure is not benefiting the ethnic rural Papuans. Papua with Nusa Tenggara and Maluku share the lowest rankings in terms of access to infrastructure in the sectors of electricity, piped water, and roads. Increasing access to piped water should be a priority, as the share of villages with access to piped water is exceptionally low. In Papua only three percent of villages have access to water, whereas the same statistic in Nusa Tenggara, Maluku, and most provinces in Sumatra is closer to 10 percent. [82] Table 11. shows access to selected infrastructure[83]. Of the 32

[82] The World Bank, 2007. *Indonesia Public Expenditure Review 2007. Spending for Development, Making the Most of Indonesia's New Opportunities*. Page 86.

Provinces in Indonesia in, Papua and West Papua sat on or near the bottom rank in terms of infrastructure access.

TABLE 11: ACCESS TO SELECTED INFRASTRUCTURE IN THE POPULATIONS OF PAPUA AND WEST PAPUA IN 2006

Province	Electricity		Water Supply		Roads	
	Village with PLN Electricity		Village with Piped Water		Village with asphalt road	
	%	Rank	%	Rank	%	Rank
Papua	34	32	3	30	18	32
West Papua	54	26	3	31	21	31

Papua provincial government spent almost ninety percent of its infrastructure budget for transportation development. A similar pattern is also found at the *Kabupaten/Kota* level. They spent almost half of their infrastructure spending on transportation. Road infrastructure seems to be the highest priority for Papua's *Kabupaten/Kota* governments. The real spending on roads at the local level has increased significantly since the introduction of special autonomy status. Local governments spend most of their development budget on improving roads, indicating they were trying to improve quality of existing roads instead of building new ones.[84]

At the same time provision of real services in terms of health and education in all local areas remains very poor.

Papua potentially has access to additional sources of funding for infrastructure development. So far the largest share of the Special Autonomy Fund has been used to finance infrastructure development. In Law 21/2001, infrastructure is specifically mentioned as one of the key development sectors in Papua. In 2003, the Papua provincial government built eleven strategic road networks that connect key development points in Papua. Topographical conditions remain the main challenge as more than half of these strategic routes are in difficult condition. In additional to the Dana OTSUS, the Special Autonomy Law stipulates that Papua is eligible for additional funds for infrastructure development if they submit valid proposals endorsed by the Papua Peoples Assembly (MRP).[85]

The pattern of infrastructure development which is seen in action in the provinces of Papua and in the plans of the governments for the future continue to show and alarming emphasis on large scale infrastructure development. The priorities for this approach can be drawn from the need to provide employment and a means to inject money into the economy; and also as a means to open the regions of Papua to resource exploitation trade and economic development. There is a real and reasonable priority to ensure that there is investment in the development of strong and effective infrastructure in the capital cities and key towns. Especially there needs to be access to transport outside the provinces, and there needs to be strong investment in facilities such as hospitals. The cities and towns need to begin to

[83] Podes 2005 in The World Bank, 2007. *Indonesia Public Expenditure Review 2007. Spending for Development, Making the Most of Indonesia's New Opportunities*. Page 87.

[84] Ibid. Page 56.
[85] Ibid. Page 57.

grow in a systematic way with the services of modern urban centers. To not do so would be to deny the rights and expectations of some half of the population.

However, these are the easy tasks: a different philosophy is required to address the particular needs of the ethnic Papuans in the rural regions who still make up over 40% of the population. Clearly these people need access to education and health and employment opportunities too. They also need to have access to clean water and to be able to expect a future in a changing world which will be better for their children. There is no evidence that the present approaches being taken to infrastructure development are beginning to meet the needs of these people: rather they are most likely to put them under increasing risk to health and well being and to a loss of identity through economic marginalization.

An alternative philosophy of infrastructure development is required which assists village based communities to look out on the broader world and to benefit from the opportunities for trade and service delivery that will result, while still holding the key that will allow tyhem to control how the outside world impinges upon them. This philosophy is embodied in the program of RESPEK which is being particularly strongly professed in Papua Province. However, there remain serious social and economic limitations to the program which suggest a need for it to be reconsidered.

There is the paradox in RESPEK of too much cash being allocated to individual villages while at the same time far far too little in terms of financial and technical resources. RESPEK is moving ahead of respect. With the result that money is inadequate to implement necessary infrastructure projects but assistance is not available to assist the recipients to use their allocations to leverage further.

There seems little doubt that Increasing and expanding the connectivity between villages with urban centers would assist the flow of trade and services to the betterment of the village people but where and how the network of connectivity is directed constitute the challenge. This should not be pre-supposed by government and industry outside their local spheres.

A soft approach to the priority area of infrastructure development for the good of the Papuan village people would be to focus on making local area infrastructure planning work. The Kecamatan level is a good level to focus on for this as it allows a focus on single ethnic groups and time to explore the needs and opportunities for growth and change more effectively. USAID could effectively concentrate on this level by demonstrating how satellite technology for telecommunication, and alternative energies in power generation could be introduced to local community levels for future infrastructure planning

7. A STRATEGY FOR ENGAGEMENT IN PAPUA: MANAGING CHANGE – BUILDING SELF RELIANCE

7.1 INTRODUCTION

With two huge mining and gas projects in Mimika and Bintuni, and with increasing annual government budgets from regional autonomy and Special Autonomy (OTSIS), the two provinces in Indonesian Papua have become an economic "honeypot" whose attraction to further large scale natural resources investment and spontaneous immigration has been growing rapidly year on year through this decade. Populations in many towns are growing by up to 10% annually and changes in the demographic structure of the population are becoming very significant with respect to ethnicity, gender and skills for modern life.

The two large and recurring issues that confronted this Assessment of the Provinces of Papua are:

- The rates of social, economic and environmental change; and
- The inherent difficulties facing ethnic Papuans in adjusting so as to avoid economic and political marginalization.

Economic growth rates, fueled by investment projects targeting the region's natural resources have been high for a decade and have further expanded as the budgets of the Provinces have grown since regional and special autonomy. Similarly, there is accelerating change in the ethnic and religious composition of the major towns and cities which is introducing competion for trade and employment. This situation has seriously disadvantaged ethnic Papuans whose regions of influence are increasingly rural and stubbornly impoverished. Education and health services show no sign of improvement and in certain circumstances have probably become worse and less relevant to the primary needs of these communities. Diseases in the form of malaria, tuberculosis and HIV/AIDS and high rates of infant mortality, are making inroads into the already small population of ethnic Papuans, further stripping away their social capital.

For these reasons a theme which underpins the strategies recommended in this section is that of ***managing change***: a most difficult process which has affected huge social structural reform in developed and developing countries alike since the 1980's.

The Provinces of Papua contain an estimated 250 language groups, which define separate tribal groups, frequently very small in numbers. Traditionally the distribution of ethnic Papuans has been in small and often widely separated groups across which differences in language and custom, as well as geography, have maintained isolation. The *kampung* is an organizational unit and the family and clan the basic social units within the tribe (*suku)*. A history of lack of contact, controlled association with outside "development focused" influences and a long sense of colonization and lack of control over their domain has combined with a growing proliferation of *top down* directed financial and technical support from government and other stakeholders. These factors have created in many ethnic Papuan groups a degree of material dependence which concerns many Papuan leaders because it

cuts to the heart of their sense of identity and willingness to take control of their futures. Recent initiatives designed to pipeline financial support to village communities has fueled a tendancy to "welfare dependency" which has sapped the feelings of confident self reliance which characterized earlier generations. Associated with this sense of alienation from past custom and access to new sources of money has been a growing sense of social dysfunctionality expressed through the use of alcohol and drugs, domestic violence, separation within families of financial responsibilities, reduction in productive employment and a proliferation in sexually transmitted diseases. These syndromes are familiar in indigenous communities struggling with similar external pressures throughout the world[86]. The disintegration pressures on Papuan culture and social structures are particularly exacerbated by the progress of HIV/AIDS and the frequent clash between cultural perceptions and values, and behaviours that would minimize transmission.

This reality should become a central concern for governments in Indonesia and for their development partners as they determine policy and practice for assistance in Papua. What is clear is that increased money is not of itself the answer. Many options may remain to be tried but it is the way existing financial resources are used and distributed that needs attention. It has become clear to the Assessment team that while increased sophistication in the use of cash may be grown among the communities over time, there needs to be a balanced redirection of funding towards supporting the provision of direct technical advice, if the priority outcomes of infrastructure, education, health the development of small and medium enterprises, trade and local resources management are to be achieved.

Towards this end the team specifically emphasizes the phrase ***technical advice*** to underline the need for local capacity and local social capital to be strengthend through their own efforts. It is only through giving back responsibility, while facilitating indigenous initiatives that the essential quality of ***self reliance*** can be rebuilt and replace the destructive expectations of dependency.

This change will be essential in addressing the second of the central issues, avoiding social and economic marginalization. The danger of this occurring under present approaches and policies is so great that it is realistic to expect that ethnic Papuans could be restricted to marginalized and minority fringe communities within few generations.

7.2 DIRECTIONS: NATIONAL AND PROVINCIAL

7.2.1 FROM DONORSHIP TO OWNWERSHIP

The Paris Declaration of 2005 set out an agreement among donor partners for greater cooperation and harmonization and a commitment to aligning development assistance in support of host priorities. The essence of this framework is shown in the figure 14 below[87].

Indonesia has adopted the spirit of the Paris Declaration and the subsequent 2008 Accra Agenda for Action within its own Jakarta Commitment which was presented first in December 2008. This scheme is still to be trialed. Coincidentally, the Province of West Papua has sought to have the framework piloted there as it seeks to identify its own way of

[86] Refer e.g www.capeyorkpartnership.com and the writing of Noel Pearson, notably *On the human right to misery, mass incarceration and early death*.. The Dr Charles Perkins Memorial Oration, The University of Sydney, 21st October 2001
[87] BAPPENAS Presentation, Manokwari December 15 2008.

optimizing the potential opportunities of development assistance. Two key issues which BAPPENAS and the West Papua government wish to address is alignment of assistance with the own priorities to ensure sustainability beyond the project time frame and also the related issue of cost sharing.

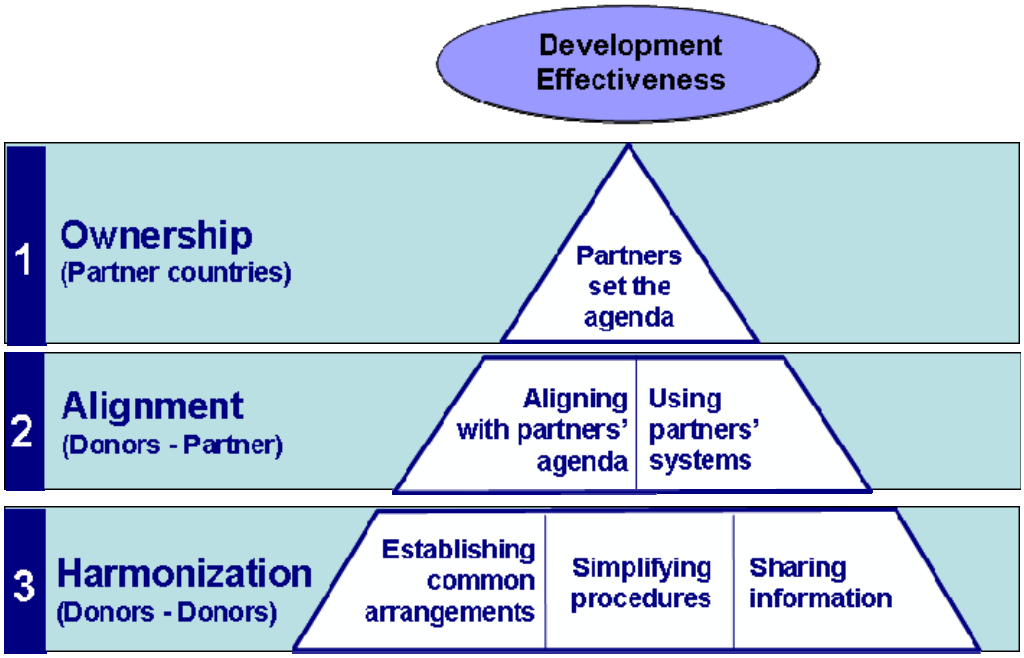
This section details the considerations which the Assessment team has used in framing recommendations which it believes to fit within the strategic priorities of Indonesia, Papua and West Papua.

The national medium term plan for 2005-2009 (RPJMN) is based around four broad development goals:

- To consolidate the United Republic of Indonesia (*Negara Kesatuan Republik Indonesia*/NKRI);
- To develop a secure and peaceful Indonesia;
- To create a just and democratic Indonesia; and
- To improve heuman welfare.[88]

One of the objectives of Special Autonomy for Papua Province (enacted prior to the establishment of West Papua Province in 2006) was to give greater authority and funding to reduce the gap between Papua Province and other provinces and increase the living standards of communities in Papua Province.

Figure 14: Paris Declaration (2005) from donorship to ownership



[88] Kementrian Negara Perencanaan Pembangunan Nasional, Biro Humas dan TU Bappenas, 2008. *Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2010 – 2014. In Kompas Daily Newspaper 23 December 2008.* Page 26.

The basis of Special Autonomy is that Papua Province is to be given authority in all government sectors except authorities, which are exclusive to the national Government (article 4, clause 1).[89] The authority of Papua Province was not stated explicitly, because all authority (except that exclusive to national Government) needs to be referred to local decrees (*Perdasus and Perdasi*).[90] [91] The Special Autonomy Law states that national authority includes:[92]

- National planning policy
- Macro monitoring of national development
- Financing funds and balances
- State administration system
- State economic institutions
- Guiding and empowering human resources
- Exploitation of natural resources and advanced technology
- Conservation and national standards.

To carry out the authorities given, the Province needs to prepare *Perdasus* and *Perdasi* in all sectors that have become the authority of Papua Province. The Special Autonomy law also states that *Perdasus* and *Perdasi* must refer to the conditionality in the decrees.

7.2.2 PROVINCIAL DEVELOPMENT PRIORITIES: PAPUA

The primary document used to determine development priorities for Papua Province is the *Rencana Pembangunan Jangka Menengah Daerah*/RPJMD (Regional Medium Term Development Plan) 2006-2011, which obtains its authority from the *Peraturan Daerah*/PERDA (Regional Regulation) of Papua Province No. 10 Year 2006 signed by Governor Barnabas Suebu on 24th November 2006. The RPJMD Papua Province is a planning document that derived vision and mission of Papua Province Governor based upon its *Rencana Pembangunan Jangka Panjang* /RPJP (Long Term Development Plan) Province of Papua 2005-2025 and referred to *Rencana Pembangunan Jangka Panjang Nasional*/RPJPN (National Long Term Development Plan).

The RPJMD provides direction and includes strategic and development programs for Papua Province for the next five years. It guides the work of all SKPD/*Satuan Kerja Perangkat Daerah* (Unit Task Regional Development) and provides a basis for the assessment of their performance.[93]

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[89] *Undang-Undang No. 1 Tahun 2001 tentang Otonomi Khusus Bagi Propinsi Papua.*
[90] Perdasus, - special local decrees for implementation of certain clauses in the special autonomy decree, which also need the agreement of the people's consultative assembly (MRP)
[91] Perdasi, - provincial decree on implementation authority, which needs agreement of local legislative assembly (DPRP)
[92] *Undang-Undang No. 1 Tahun 2001 tentang Otonomi Khusus Bagi Propinsi Papua, in*
Papuan Stakeholders, May 2005. *A Multi stakeholder Synthesis of the Development Situation in Papua.* Final Draft Syntheses Team. Page 4.
[93] Provinsi Papua, November 2006. *Peraturan Daerah Provinsi Papua Nomor 10 Tahun 2006 tentang Rencana Pembangunan Jangka Menengah Daerah (*RPJMD*) Provinsi Papua Tahun 2006 – 2011*. Page 1

The general target of the RPJMD 2006-2011 is the significant improvement of the quality of life of all people in Papua Province with an emphasis on a systematic effort towards poverty alleviation especially among the indigenous people.

Development **Vision** of Papua Province is **to build new Papua.**

Mission of Papua Province is as follow:

1. To reorganize local government
2. To build peaceful and welfare Land of Papua
3. To build secured and peaceful Land of Papua
4. To increase and accelerate basic infrastructure in the entire of Land of Papua

To speed up the increase of the welfare of the society especially indigenous people of Papua, the strategic development to be applied is as follows:

1. Growth Centered Development
2. People Centered Development
3. Development Stability and Development Continuity

The development strategic takes into consideration the six basic principles:

1. Sustainability
2. Balance
3. Efficiency
4. Effectiveness
5. Self reliance
6. Accountability

7.2.3 PROVINCIAL DEVELOPMENT PRIORITIES: WEST PAPUA

Vision of West Papua Province is stated *to materialize the society of the West Papua Province to be united, educated and cultured and to develop accountable and clean governance in order to create democratic people economics, justice and prosperous and independent and self reliance.*[94]

Its **mission** is:

1. Re-orientation of Development Paradigm; Development Paradigm refers to the empowerment of local potential and people economic institution.
2. Re-vitalization of the potential of human resources and natural resources; all potential of natural resources is managed in the perspective for the advantage of society, functionally and accountability and transparent, which supported by the development of the human resource quality with sectoral competence.

[94] Website Propinsi Papua Barat. http://www.irjabar.bps.go.id

3. Re-actualization: Local culture becomes the stimulus and dynamic process of development in all sector, thereby development process become contextual.

4. Re-function of institution; Empowering all government institution and society in the spirit of transparent and accountability of entrepreneurship to push the accelerating of the development based on people economic.

5. The United is a prerequisite that needs in the development process in all sectors, the harmony of the social life of the West Papua people so far has to be defended and developed by positioning all component of the society in solidarity to play role in the development process. The United also means as commitment of the society and the West Papua governance within the context of Indonesian nation-state.

6. Development of Good Governance that is democratic governance and enforcement of supreme law.

The imperative and direction for the implementation of the vision and mission is the *Regional Development Plan 2006-2025* and the *Mid Term Development Plan (RPJMD) 2006-2012*. These documents were produced by the Province, with assistance from the UNDP Capacity 2015 Project in Phase I and built on the framework of a *Diversified Growth Strategy* as a *cross-cutting paradigm* which evolved throiugh a private-public partnership between the Province government and BP Tangguh. The plans have taken a regional perspective on development options, endeavouring to promote sustainable development by identifying public and private investment options in the most appropriate locations and most appropriate economic sectors.

There is agreement in the Province RPJMD that the priority programmes for development will be

- Human Resource Development
- Economic Development within a *Diversified Growth Strategy* Framework;
- Poverty Reduction
- Optimal use of natural resources for sustainability
- Institutional Capacity building and
- Revitalisation of the social values of the people as the basis for development in the Province.

The thrust of these plans has been reinforced by the policies of the Governor and the Province Government for affirmative action to accelerate the social and economic advancement of the indigenous Papuan people and a focus on the strengthening of the social and cultural and economic roles of the *kampung*. These matters have been included in the priorities for development addressed in the *Province Master Plan* which stemmed from the *INPRES 5/2007*.

7.3 WHY DO THE PROVINCES OF PAPUA REQUIRE THEIR OWN PARADIGM OF DEVELOPMENT ASSISTANCE?

For future peace and prosperity for indigenous Papuans, it will be imperative that people follow economic development options which provide opportunities consistent with a village-based population distribution with its associated stabilizing influence of customary land ownership and the broader values of *adat*.

The Millenium Development Goals (MDG's) provide the targets for much of the aid funding being offered through multilateral and bilateral donors. The circumstances of economic, social and environmental change occurring in Papua have created a driver for increasing marginalization of ethnic Papuans in relation to domestic migrants to the two Provinces.

To the extent that development assistance seeks to strengthen the poor and disenfranchised, ethnic Papuans, especially those in rural areas, have the greatest need of the benefits of support.

Thus, while improved performances against the MDG's remain indicators of effective aid, it is necessary to understand them within the context of an overt and over-arching goal to preserve cultural *adat*: the world view, spiritual values, social organisations, land and property rights essential to maintain ethnic Papuan cultural integrity. This is less a political statement than a recognition of the fact that the Provinces of Papua already support a two-tiered society with urban ethnic and non-ethnic Papuans and non-Papuans making up one tier and rural village based ethnic Papuan communities making up the other. This reality is present in other analyses, for example, the realization that these provinces are the richest in terms of income and the poorest performing in relation to the MDG's.

Without material progress in relation to this goal, discussion of poverty, literacy, service delivery and sustainable development will lack meaning.

From this perspective, the design of Strategic Objectives and project activities which add greatest value, will strengthen ethnic Papuan capacity to make decisions about resources use under special autonomy, strategic for their purposes. Constitutionally, ethnic Papuan decisions will be challenged if they do not support national interests. Conversely, national interests will not be served while the danger of ethnic Papuan social disintegration remains high. The consolidation of present trends towards the marginalization of ethnic Papuans will create political tensions within Indonesia and beyond and will which have no easy solution. An important example of this fragile political situation is the commonly held belief among indigenous Papuans that HIV/AIDS has been purposely imported to Papua by the Indonesian army as an agent of genocide so that Papua's riches can be stolen.

Financial remuneration for alienation of customary ownership is not sufficient compensation for degradation and loss of the ecological processes upon which rural Papuan livelihoods are based. Alternative approaches to understanding and resolving cross cultural issues of land and resources ownership must be addressed urgently.

It is the view of many Papuans interviewed in the course of this investigation that a major impediment to advancing ethnic Papuan engagement in future decision making is a widespread sense of loss of self reliance – *mandiri*. Many factors have contributed to this but a significant consideration is a history of economic and cultural colonization which has rarely provided respect for the uniqueness and intrinsic value of the indigenous cultures, beyond

that of an object of study or tourism. Accelerating change in the past decade and the declining influence of social regulators, such as religious institutions has quickened and exacerbated this sense of loss among the emerging young adult generation, which further underlines the urgency of implementing appropriate solutions. There is little evidence that the increasing availability of money following Regional and Special Autonomy, is helping Papuans outside the elite and urban communities. The ready availability of welfare type payments feeds long held beliefs about spiritual sources of material relief (such as the so-called *cargo* beliefs); and there is considerable evidence that money is fuelling a new welfare dependency with familiar problems of alcohol and drug abuse, domestic violence, prostitution, sexually transmitted diseases and HIV/AIDS, which are being imported into rural communities unable to effectively deal with them

In this fragile and difficult social environment it is important for aid initiatives to recognize the need to directly strengthen the indigenous Papuans capacity to take control of their future. The capacity of government to deliver services to the people has rarely been demonstrated and government and its civil servants are regarded with little relevance by a significant proportion of the indigenour people. Under these circumstances a partnership between government and the indigenour population will be hard to establish and maintain. As the proportion of the population living in the towns and cities increases over those in rural villages, and the ethnic and religious mix shifts there is a significant likelihood that government will become government of the towns and non-Papuans. If this trend is to be countered there will need to be recognition of this danger on behalf of the donor community so that government to government agreements are appropriately focused.

The analyses presented here are influenced by these considerations. The recommendations are cognizant of existing or proposed programs being managed by AusAID, World Bank (SOfEI/PNPM Support Facility), United Nations and DFID (see ANNEX 3).

7.4 STRATEGIC FRAMEWORK

7.4.1 THE PLANKS OF THE FRAMEWORK

Rapid change characterizes the environment of development assistance. The people of the Provinces of Indonesian Papua are at a critical time in their history. More than ever before there are the financial resources and the national intent for accelerated improvement in the social and economic circumstances which face them. However, there are also social, economic and political factors operating which could turn the best of national intentions into a future where ethnic Papuans are irrevocably disadvantaged in their homeland; and Indonesia's international position becomes the focus of severe examination for its stewardship of the cultural diversity of its people and its remarkable natural environment.

Donors must decide how they are to engage in this fragile balance between potentially *sustainable development* and a process which could facilitate a major change in the social and environmental conditions of one of the last remaining wild parts of the world.

In the Provinces of Papua, society is already structured into two-tiers: those in urban areas, including both ethnic Papuans and new and old established non-Papuan communities; and the rural ethnic Papuans. There is no evidence that the increased availability of money and investment has yet contributed to the betterment of rural ethnic Papuans. By the same token, the main District towns and cities are characterized by rapid population growth and a construction boom in new multistory buildings and houses. Despite mechanisms such as RESPEK and PNPM designed to extend money for priority social issues into the villages,

there is a recurring concern among administrators to try to keep these resources in the local areas instead of having them bounce back to larger population centres.

The team formed a view that despite the significant budgets being devolved to the District Governments, relatively little was available for localized priority planning because it was tied to national or provincial project priorities. The lack of capacity to undertake locally designed projects is especially serious in those Districts which lack income from natural resource based shared revenues. In addition there were also serious inefficiencies because of overlap between provincial project initiatives and local government project initiatives. Until the political relationship between Province and Local Government is resolved, these budgetary complications will continue to interfere with the capacity of District Governments to deliver services to their village communities, despite other factors such as human resources capacity. To the extent that it is accepted that the focus of development assistance should be rural ethnic Papuans, alternative strategic pathways for the development of aid need to be explored.

The following are the elements of the proposed strategy:

1. *The primary scale geographic scale of engagement should be the Province Government.*

   This recommendation recognizes that there is a need for administrative stability so that aid may focus on the technical issues of development and service delivery rather than the distractions of equipping new local governments. This outcome can be assisted by strengthening the human and institutional capacity of each of the Provinces to provide technical leadership and training.

   The recommended strategy does not propose to engage directly with specific Kabupaten for several reasons:

   - Many of the key issues of service delivery are common and not restricted to one Kabupaten. By strengthening the province capacity to provide training there is an opportunity for greater sustainability and more effective up-scaling of impact.
   - Because of the difficulties of communication and infrastructure, Kabupaten centres are still too distant from rural communities to provide effective service delivery. As more are created the challenge of training new civil servants increases while the provision of basic human services to the people in immediate need remains unaddressed. There is a danger of getting bogged down in government capacity building rather than in community development
   - Because of the sizes of the Kabupaten, most still deal with a number of different tribes, making it difficult to determine and fund approaches which will effectively meet each one's specific needs.

2. *Provide support for the Province Governments in strengthening the capacity of Kecamatan to provide technical assistance.*

   Both Province Governments have indicated that they regard the Kecamatan as the key level from which to reach out to the villages.

   Engagement at the Kecamatan level specifically focuses on strengthening capacity to provide technical advice and does not engage directly with the PNPM or RESPEK processes which are being supported by World Bank AusAID and UNDP. It would strengthen, through demonstrations, how a Kecamatan technical advisory structure can deliver the assistance necessary to retain financial resources in the local area, and to make them more effective in terms of local area development. Because of the more local nature of this level of administration it is most likely that each Kecamatan will serve only

one Papuan ethnic group (Suku) and can therefore tailor approaches to specific needs and the *adat* beliefs and customary of the individual tribes.

A program of Kecamatan technical enhancement will require pilot projects through which a selection of target Kecamatan are chosen. Choice of Kecamatan should be based on testing effectiveness against a representation of different Suku, including upland and lowland groups in both Provinces. Other criteria such as inherent local interest, major socio-economic and environmental issues, religion, economic structures and ecotypes could be added to refine the pilot program.

3. *Assist in building the human resources capacity in the key areas of education, health, food systems, environment and public administration needed to provide technical advice and good governance..*

   While there are a number of key and valuable people in lead roles in government in both provinces the professional capacity of the civil service at all levels is too little to deliver the services of government. The implementation of technical assistance to the Province and the Kecamatan will require a complementary emphasis on the building of professional capacity through education and training to staff and sustain initiatives.

   In terms of capcity to meet demand, Papua is presently in a similar state to Java in the post independence decade. Support for innovative education and training programs in universities, including models for fast tracking training for selective students; and training programs arranged through government sector-university relationships should be considered. Support for Universities is consistent with Education Program interest in higher education links.

4. *Emphasise opportunities for private-public partnerships to assist not only funding but also broader development targets.*

   Partnership has been defined as *voluntary collaborations between two or more organizations with a jointly defined agenda, focused on a discrete, attainable and measurable goa*[95].

   Public-Private Partnerships have been proposed by the United Nations as an instrument to unite stakeholders in moving forward on the achievement of the Millenium Development Goals and is increasingly favoured by donors as a means of maximizing resources to meet the great challenges the MDG's constitute. The principles have been adopted by significant industry groups in Indonesia, notably the Indonesian Employers Association (APINDO) and Indonesia Business Links, the association of key multinational companies operating in Indonesia (notably BP, Unilever, Coca Cola and Shell)

   Successful partnership requires mutual respect and organizational commitment, transparency of purpose and a clear shared vision that it is agreed may be best achieved through working together[96].

   These circumstances are typically difficult to arrange and are an issue in many attempts to form partnerships between industry and public bodies, particularly governments because of suspicions in motives and differences in operating procedures.

   Nevertheless there have been important precedents set in public-private partnerships in Papua. BP Tangguh undertook to establish a private public partnership with the Government of Papua to work with them in developing government capacity to use shared revenues wisely and to build the capacity of the civil service to coordinate it. BP

[95] Lewis, Jordan, D.: *Partnershps for Profit – Structuring and Managing Strategic Alliances*. The Free Press (1990).

[96] Mohr, J. and Spekman, R.: Characteristics of Partnership Success: Partnership Atrributes, Communication Behaviour and Conflict Resolution Techniques. *Strategic Management Journal, 15,Vol. 135-152* (1994).

and the Government of Papua and UNDP entered into an MOU of partnership which resulted in a three year projects in which BP, UNDP and the Government of West Papua shared resources in the Capacity 2015 project which *inter alia* produced the West Papua Strategic Plan the RPJMD and the INPRES No5 Provincial Master Plan. The project enshrined the concept of the *Diversified Growth Strategy* as an approach to spatial planning and implementation and also consolidated the idea of coordinating donor assistance through BAPPEDA.

USAID also entered into a partnership with BP under a Global Development Alliance to assist BP in implementing elements of its Integrated Social Program at Tangguh and in Kabupaten Teluk Bintuni (ANNEX 4).In this partnership USAID contractors became agents for BP in engagement with the local governments in education and in issues of governance. In terms of the concept of partnership both BP and USAID feel more needs to be done in negotiating the roles of USAID as a development partner rather than as a contractor.

USAID has also entered into an effective Public-Private Partnership with PT Freeport in Papua Province where finding and logistic support from the private partner has permitted the USAID Project AMARTA and its contractor to extend AMARTA to two very important and successful projects within the realm of influence of the Freeport. These projects have been the Coffe growing and marketing project in Wamena and the Fisheries enhancement and marketing project in Kokenau. Once again the success of the partnership in development has been high but concern exists in Freeport and in USAID about the nature of the partnership, where the costs have been borne by one partner and the technical assistance by the other.

UNDP has sought to extend the Capacity 2015 project to subsequent phases in West Papua but has also found difficulty in recruiting continuing support from BP at the level of funding which is required, compared to that which can be made available through the UNDP public sources.

Public-Private Partnerships in the Provinces of Papua are very important to the future and several other international and national investors exist who could be incorporated into a PPP approach to managing the future development of the provinces. This arrangement has potential support within the Indonesian government through legislation related to Community Social Responsibility (CSR). However, much work needs to be done in defining and exoanding the concept and winning private partners. This is an opportunity for USAID but it will need to commit not only intellectual resources to the concept but also sufficient seed money to allow the relationships to be developed equitably.

7.4.2 GEOGRAPHIC FOCUS: PAPUA OR WEST PAPUA

The question of which Province receives assistance is less important than the program focus for the assistance. The programs recommended below transcend provincial boundaries and find their natural geographic focus: some clearly benefiting from implementation in one province rather than the other and some which will occur in both.

Nevertheless, it is important for USAID to continue to offer support programs in both provinces in order to foster relationships and to build upon well regarded initiatives in HIV/AIDS (Aksi Stop AIDS) and in agricultural product development (AMARTA).

The United States has a long established edge in delivering flexible and well qualified technical assistance backed by analytical and reflective practices. The capacity to offer high quality technical assistance from a very large pool of advisors, backed by industry and academic institutions, is probably greater than for any other donor. Both Papua Provinces will require program engagement over the long term. A consolidated base of relationships among all elements in society is essential.

Papua Province itself appears on first assessment to offer an easier route of entry and engagement for international donors than is the case in West Papua. West Papua is still a very new administration; and conscious of a need to find its own route forward in terms of its administrative structure and practices. Perhaps because of its earlier unclear relationship with Papua Province, the administration here shows a stronger alignment and seeks guidance more directly from the national government than appears to be the case in Papua. West Papua as a new Province is seeking to establish a framework to promote close working relationships with donor agencies by emphasizing the importance of project alignment as a pre-requisite for partnership and cost sharing. The decision by the Government of West Papua to offer itself as a pilot for a national program of closer donor coordination under the so-called "Jakarta Commitment" of December 2008, coordinated through BAPPENAS, is an expression of this concern for structure; but is also an expression of the interest in the Province for donor-supported technical assistance.

Despite criticism of the manner through which some previous USAID programs have engaged in West Papua, there is a strong interest in the Government in developing a future cooperative program.

Because the administration is so young and poorly equipped, it is likely that a well thought through USAID program, even if financial resources are modest, could be effective in building a well structured framework and procedures for service delivery into the future. Such an impact may be less likely in the more established, sophisticated and politically charged Papua Province, where USAID effort would be delivered in the context of a larger UNDP, AusAID and World Bank interest.

Cost effectiveness in terms of impact in both provinces can be assisted by focusing assistance on the two state universities: Cendrawasih (UNCEN) based in Jayapura, Papua Province; and Papua State University (UNIPA) based in Manokwari, West Papua. UNIPA was a college of UNCEN until recent years and the two continue to work in a complementary way with agricultural and biological sciences more developed in UNIPA and social sciences and the professions more developed in UNCEN. Many UNCEN staffs continue to offer courses at UNIPA. The close academic links and complementary faculty focus between the two universities will mean that actions in one will assist the other.

7.5 IMPLEMENTATION STRATEGY

This section is concerned with proposals for implementing the strategic framework in relation to the priority needs which have been identified during the course of this Assessment.

7.5.1 INTEGRATIVE AND CROSS CUTTING APPROACHES

There are three key sets of cross-cutting issues that must be addressed in both Provinces: issues related to gender and issues related to extension of technical advice to local communities; and issues deriving from epidemics of disease which are making in-roads into the functional sustainability of the population.

The first issue of gender is concerned with a particular reality in Papuan culture and social organisation which has led, in communities under stress, to an unbalanced level of hardship for women, families and children under their care. The extent of this stress is growing in parallel with growing welfare dependency, rapidly changing population demographic characteristics, with internal migration driven by the need to seek employment and other opportunities; a growing imbalance in gender favouring young males, in cities; and a rise in the availability of hard alcohol and drugs.

The second is concerned with a uniform and consistent plea from all government and civil society respondents for assistance in providing technical extension and basic services to rural villages.

The third is the need to deal with the potential of HIV/AIDS infection to continue to impact upon the capacity of ethnic Papuans to become significant players in the future of their region. This threat is so great that endeavours to deal with it will require a wide array of social engagement and behavioural change tools. Effective engagement with this disease will need to deal with inherent elements in Papuan cultural beliefs that will have ramifications for other health issues, for education and for adaptation to economic and environmental change. It will need to be addressed through engagement in the other two cross-cutting approaches described below, but will also require other activities which will need to be considered in relation to education, health, economic growth and environment.

Based upon the information which the team received through wide-ranging interviews with over 100 respondents, the following proposals have been identified as being practical and important new initiatives for consideration:

1. Support for Womens' Empowerment Agencies

Province and Kabupaten governments contain agencies concerned with womens' issues. In order to commence a program of technical assistance in response to the gender issues which are so critical to successful community development, a strategy is proposed which would strengthen these agencies through support for close working partnerships between the agencies and the Womens' Studies Centers at each of the State Universities.

Operationally this relationship could be established through MOU's between university and government, based on precedents such as the recent MOU between UNIPA and the West Papua environmental regulator, BAPEDALDA. A relationship is envisaged which would be similar to that which existed between the National and Provincial governments and State University Environmental Studies Centers in the 1980's and brokered then through the Ministry of State for Environment.

Technical enhancement of capacity would focus on issues threatening cultural self reliance and the integrity of the family (pro-poor and pro women) and include:

- Alcohol and drug abuse
- Domestic Violence
- HIV/AIDS

- Gender imbalance in access to education and work opportunities.
- Maternal and child health and
- Nutrition, access to clean water, sanitation and the health of young children (issues of malnutrition and diarrhea)

In this respect the womens' empowerment agencies would act as the focus for implementing aspects of a number of potential USAID programs, e.g. HIV/AIDS and BHS; and the framework would form the basis for useful partnerships with other agencies, particularly AusAID and UNICEF.

The development of a human resource skills base through the role of universities in the relationship with government would assist in providing technical assistance in implementing assistance at the Kecamatan level through community support centres.

2. *Establishment of Kecamatan Community Support Centers*

This initiative is designed to work with provincial government endeavours to provide technical support at the Kecamatan. It is proposed to enhance the Province approach by exploring the establishment of a series of *Community Support Centers*, to be located in Kecamatan towns. By locating these centres adjacent to markets they would gain a higher and more central profile. The local government CSC's would act as *one stop shops* for the disbursement of a range of technical advice including agricultural extension, forestry, sanitation and water supply, maternal and child health, HIV/AIDS and SME and legal advice. They could be a center for adult/informal education and a resource center and backstopping center for basic education in the villages and junior high schools in the Kecamatan towns. The centers could also serve as a base for community banks and credit facilities and could be used as the collection points for paying village based teachers and health workers.

As each Kecamatan has normally relatively few villages within its boundaries, extension to villages is practicable from Kecamatan bases. By placing the centers adjacent to markets they would be accessible to village people who already travel weekly to district markets. Kecamatan level facilities would also be most likely to have power supplies and would therefore be able to support a key element of the proposal which is to network the CSC's through the internet to technical support centers located in the universities in Jayapura and Monokwari. The potential to achieve this level of technical networking in isolated rural areas has been proven in a similar distance education project in Papua New Guinea[97]The networking concept recognizes that professionals work best in teams: isolation does not sit well with anybody: it is particularly so with Indonesians.

The existence of these networked facilities would help realize, in a practical way, technical guidance and training for the effective use at the village level of direct funding through PNPM and RESPEK programs.

The justification behind the proposal lies in the inability of Kabupaten governments to deliver basic practical and technical services to the small, isolated and often widely separated villages which characterize the Papua Provinces. This deficiency is recognized by all government and non-government stakeholders. To a large extent the problem stems from a lack of capable local government technical staff; but also from the widespread and persistent perception that government officials have about their responsibilities, which are more about administering laws and regulations than providing service to the public. This issue is not specific to Papua but exists throughout Indonesia. It

[97] The Papua New Guinea Academic and Research Network (PNGARNET) networking 6 universities and government agencies to provide access for education and extension services reaching 21 sites in the first phase, using UDCast technologies (www.udcast.com)

is not surprising under these circumstances that local government activity tends to be focused on the development of infrastructure, such as roads and bridges rather than on the more challenging task of dealing with peoples' issues.

The idea of restructuring local government arrangements to make the Kecamatan the point of technical operation was encountered among senior government officials in both provinces. Legislative mechanisms exist for this change to be implemented. However, the shortage of competent staff at the Kabupaten level is even more compounded at the Kecamatan, and it is unlikely that anything will happen unless steps are taken to break the logic of enhancing Kabupaten capacity first. While this is also an attractive and logical option for donors, it is unlikely to have any impact, in the near to mid term, on rural village people who most need changes in their circumstances. There is a significant danger that aid delivered to the Kabupaten level will be used to develop government capacity and structures alone, without anything changing in the way local government engage with the people in communities.

Analysis of local government budgets suggests that funding of a significant increase in staffing is fiscally possible; but experience in the circumstances facing rural teachers and health workers underscore the fact that different approaches to the management of local staff is required in order for them to be attracted to such positions. By grouping technical support staff within one location rather than their being based in isolation in individual villages, the Centers would represent a much more attractive alternative for recruitment.

Although an initial phase of the proposed *Community Support Center* initiative would be able to reach only a limited number of Kecamatan, it would represent the ground-breaking step required to kick start implementation of the desired, yet challenging, change in administrative structures and distribution of responsibilities, which is high on the governments' agendas.

This concept is also being explored through the UNDP-PDP, although its scope is more limited. There is potential for partnership between government, USAID and UNDP in the design and implementation of the concept. There is also potential for exploring this proposal in relation to private-public partnerships

Implementation will require testing and refinement in an initial pilot phase before it can be efficiently scaled up. The selection of pilot Kecamatan sites should be based initially on a consideration of different ethnic groupings (Suku) and not on the selection of target kabupaten. Recognizing the inherent and widely documented differences in world view held by different Suku, Kecamatan should be selected which reflect these differences: e.g., potential mobility and entrepreneurship and attitudes to planning and resource use. Guidance will be required but strong differences are apparent between upland and lowland groups and this would represent a most important selection criterion.

3. Mainstreaming HIV/AIDS in a Sustainable Communities strategy

Current USAID initiatives in the area of HIV/AIDS are designed to reduce the incidence of new infections by targeting high risk populations. In Papua this means a focus on sex workers where levels of HIV prevalence may be as high as 14%. While it is essential that this engagement continues, USAID, through its connections with other potential funding sources such as the Global Fund, the emerging Presidents Emergency Policy for AIDS (PEPSA); and partnerships with companies, such as Freeport and BP Tangguh that have contributed to creating the demographic of *mobile men with money*, should consider how it might best assist intervention into the epidemic in the general population in conjunction with other significant donors such as AusAID and UNICEF.

Faced with growing rates of infection of women of child bearing age, and the prospect of potentially losing a generation, the issue of HIV/AIDS has now transcended the scope of the health sector. Thus, while the National Aids Commission should also be a stakeholder, the thrust of the intervention into the general population should focus less on the specific disease as on the concept of *Sustainable Communities.* For *sustainable communities*, health, education, the role of women, family relationships, self reliance and a vision of the future will all require to be strengthened as a means of reducing the risk of disease transmission.

In proposing a program to mainstream HIV/AIDS activities, there are two questions which need to be addressed:

- What is the actual level of prevalence of infection in the general population? And
- Are there differences in rates of infection with HIV among the different tribal groups that might reflect differences in socio/cultural characteristics and beliefs?

In order to determine actual levels of prevalence, it will be necessary to mount a campaign which demystifies and changes public perceptions of HIV/AIDS so that infection is no longer regarded as a subject of shame and is a condition that can be managed. The challenge of reducing the impact of HIV/AIDS in Melanesian societies has a high international profile because of its humanitarian tragedy; however, infection for communities continues to be regarded as something to be maintained as low a profile as possible and a secret. This proposal is a partial response to the recognized need among Papuan leaders to expand testing by changing the message used for awareness raising from the prospect of death to the prospect of hope. It was brought to the attention of this investigation that a more positive message of hope is used in the country of Papua New Guinea where much higher rates of voluntary testing are being achieved.

Experience in Africa also suggests that the mainstreaming of HIV/AIDS has led to greater levels of voluntary testing for HIV as a part of a set of other infections, such as TB and Malaria, which are also serious and growing problems in the rural areas of both Papua Provinces.

A valuable USAID Program response in partnership with the provincial governments would be to emulate the African approach of sampling as part of community gatherings. The leadership shown by Governor Barnabas Suebu in his village needs assessment tour throughout Papua Province for the RESPEK project involved such community gatherings. Similar leadership linked to testing of multiple diseases for the purpose of assessing the health and well being of rural Papuans would result in a valuable baseline of infection rates for the most challenging disease threats, including the growing international concern for difficult to treat condition such as TB, multiple drug-resistent TB and XDR TB. It would set out the basis from which the US and other donors could most effectively design on-going assistance.

Community gatherings would also provide the opportunity to assess the importance of other community behavioural traits contributing to poor health. Diarrhea and infant mortality from contaminated drinking water is also high in many communities, and inroads into these issues through an introductory campaign of water treatment and hand washing with soap would also add to the value of the gatherings. Assessment of levels of malnutrition could also be undertaken in parallel. USAID already has extensive experience in these matters through the ESP, HSP and SWS and DAP projects under the 2005-2009 Basic Human Services program.

Appropriately structured, this testing program would yield data that could be analyzed to answer the second question as well. This question has fundamental relevance to the selection of geographical priorities for intervention and also the design of effective

awareness-raising and behavioural modification approaches. Anthropological insights gained during the investigation point to very significant cultural differences among tribal groups relating to conceptions of the future, planning change and interpretation of the causes of disease and the requirements for personal sanitation. These differences need to be documented and understood as they relate to the transfer of new information and technologies. In this complex cultural mix, the apparent economic advantage of the *one size fits all*-model that characterizes existing campaigns from government and donors is not going to deliver results commensurate with cost.

The proposed project and analysis would inform and add value to the proposal for Kecamatan CSC's to deliver effective on-going support and advice.

7.5.2 INFRASTRUCTURE AND THE ECONOMIC GROWTH PROGRAM

This proposal responds to the strong interest in enhancing horticultural production and marketing favoured by national and provincial agricultural agencies. In particular the initiative would complement expanded research and agricultural extension, improved institutional technical capability, value adding and marketing, and small credit facilities which are all high priority areas and have received interest through US University links and through R&D projects through the Australian Council for Agricultural Research. The AMARTA Program is well regarded and its model of working through the entire supply chain has been independently identified as critical, and the means to scale up this approach would be highly regarded.

As a modest program of support for the Provinces of Papua two activities are proposed:

- Extension of the AMARTA model to other locations and other products. Continuing partnership with Freeport should be sought based on the existing successful models from Waimena and Kokenoa. Other potential partnerships could be developed with BP Tangguh; Anglo-American Gold and Hess in the mining and oil and gas sectors. In addition new partnerships should be actively sought through the Oil Palm and Pulp and Paper sectors. National groups such as the Indonesian Employers Association APINDO and the Indonesian Business Links (IBL), each of which have CSR and MDG Policy frameworks could be engaged in negotiating partnership projects.
- Engagement with the Papua State University (UNIPA) in developing and teaching formal and non-degree training programs in the food sciences, consistent with the Education Program priority for Papua on Higher Education Partnerships.

In developing this engagement the programs should be mindful of the importance of improving crop production only in the context of improved access to markets – always the major constraint in Melanesian environments. Improved production programs should be led by market opportunities. The incorporation of the significant aspects of the AMARTA model ought to be a central element in the development of this engagement as it well addresses the challenge of up-scaling and institutional sustainability.

7.5.3 DEMOCRACY AND GOVERNANCE

The main area of activity under this program has in the past five years been concerned with supporting the development of fiscal management, including transparency and anti-corruption measures through the provision of training and operational tools under the LGSP.

There is no doubt that corruption, lack of transparency, poor budget planning in relation to other planning outcomes and directions remain major issues in all government structures in Papua and West Papua.

In addition there are also important issues related to how elected leaders in the DPRD see their roles and responsibilities, in relation to themselves, their constituents and the structures of government. Anecdotal evidence reinforced impressions that it was not uncommon for legislators to actively work against the policies and regulations of the agencies in setting funding priorities and in failing to take leadership in the community.

The role of the MPR in providing strong and equitable representation for adat values and practices is still unclear because of:

- Fragmentation in the representation of different adat groups; and
- A lack of a mechanism to resolve conflicting regulatory expectations under national statutory law and under customary law.

The three principal adat organisations: the government-created *Lembaga Masyarakyat Adat* (LMA); the *Dewan Persatuan Masyarakyat Adat* (DPMA); and the *Dewan Adat Papua* (DAP), represent about half the indigenous Papuan population but continue to represent three separate views, fatally diminishing the impact of Papuan viewpoints in the political decision making process.

Decision making in relation to land and natural resources favours the attraction of investment for development rather than protection of customary ownership. The requirement for support of *Adat* communities has been devolved to the LMA who have been authorized to sign on behalf of clans possessing customary ownership (*hak ulayat*). This practical solution is consistent with national statutory legal structures but cuts across the basic principle of Melanesia: *everybody owns the land but nobody can sell it.* The longer this situation continues the more intense is the emerging conflict between the indigenous customary owners and those who adopt official ownership under state laws.

Denial of customary authority and loss of the land and the forest resource has for many ethnic Papuans been a significant element in their growing impoverishment.

These have drawn the following recommendations for engagement in the Democracy and Governance Program. They focus on need to develop an understanding and expectation for good governance and democracy within civil society:

1. A need to step back from direct engagement with government agencies in relation to issues of government administration and practice.

   The past form of engagement by the LGSP should be reconsidered. An alternative approach is to utilize lessons learnt from the LGSP and other programs in the design and development of a ***Business Management Curriculum*** and a ***Public Admninistration Curriculum*** for UNCEN in line with the Education Program focus on a higher education partnership in Papua

The purpose of this program would be to engage in training of community leaders and would deal, *inter alia*, with capacity building for fiscal responsibility; public administration and anti-corruption.

In addition to formal degree offerings, program development could also have a secondary focus on informal education and training and form the basis for engagement through political parties in the preparation of candidates for parliamentary positions. USAID has extensive experience in these program offerings in the post 1999 country strategy.

This engagement could be handled in conjunction with the Education Program and its concern for higher education linkages between Indonesian and United States Universities.

2. A need to address coordination and cooperation between the organisations representing *adat*. A mechanism through which this could be achieved is to draw these organisations into a research partnership through the Center for Legal Studies at UNCEN where USAID has previously had a relationship. This program could focus on:

   - Determining mechanisms for the just interlinking of customary and national statutory law.
   - Advocacy in support of Papuan cultural protection, including issues of welfare dependency and social dysfunction; and
   - Conflict resolution (mindful of emerging issues in environment, ethnic differences and religious differences in a rapidly changing environment)

7.5.4 EDUCATION PROGRAM

Education at all levels in Papua and Papua Barat is in crisis because of

- The absence of sufficient qualified teachers;
- Lack of employer support for teachers, especially in isolated rural areas;
- Relevance of curriculum to local circumstances;
- Lack of respect on behalf of communities for rural teachers;
- Limited learning resources, low teacher-student exposure, lack of written reference material and access to external information and skills training
- Inappropriate management of the dormitory system

Much more detailed assessment of circumstances is required to assess the real condition of school hardware across the two provinces. It has been claimed that in general school buildings are satisfactory. While this may be true in the cities and in the wealthier Kabupaten such as Mimika, the costs of building physical infrastructure are very high in rural areas and in these locations it seems unlikely that facilities are adequate. In addition to the classrooms it has also been claimed that poor domestic living conditions in rural villages and its high cost are factors in keeping teachers at their posts. An extension of activities in this direction for the DBE 1 project will provide very good basic strategic planning data. DBE 1 has been involved in West Papua Bintuni Kabupaten under a contract from BP Tangguh.

There remains a predominance of non-Papuan teachers recruited from training schools in Malang and Salatiga. There is a priority project in hand through UNCEN to train over 10800 primary school teachers by 2015. This program is now receiving support from DBE2. In

addition to UNCEN teacher training is also occurring at smaller schools throughout Papua, including Timika, Yahokimo, Serui, Manokwari, Waropen, Nabire and Mapi. However, a critical shortage of lecturers means that for most of these schools teacher training itself is scant and of variable quality. Support for teacher training at UNCEN should continue with a strong emphasis on benchmarking quality of graduates and exposure to contemporary educational philosophies.

The issues of lack of employer support, curriculum relevance and lack of respect for teachers are linked and contribute significantly to the problem of ensuring educational services are provided to children in villages. These three issues are particular to Papua and make the challenges in Papua different from other places in Indonesia.

The absence of a bank network and government and a general lack of funding distribution centers at the Kecamatan level mean that teachers have to journey at least to kabupaten towns to be paid and to lodge claims for advancement and other aspects of the administration of their position. This absence of employer support from the government contrasts with that provided in past times by religious institutions and prompts local village leaders to show similar disrespect to their government teachers.

Basic reading, writing and numeracy skills are regarded as key needs by many rural Papuans, although there are differences among Suku. Nevertheless curriculum relevance is a key factor in a region with 250 languages and adat customs and visions of the world which have no relationship to mainstream Indonesian society. National curriculum demands absorb the limited available opportunities for teaching in these environments. Teachers frequently grapple with teaching both language and numerical literacy, and are not equipped or supported to engage in local culture supporting curricula such as might be called "citizenship" which would convey respect to host communities. This is also a factor in teachers gaining respect and support from their host communities. Although a useful initiative throughout Indonesia, consideration should be given to commencing vocational skills training in the basic education curriculum in Papua, because of the significance of practical learning as a means of driving home the relevance of formal education to local community needs.

Limited learning resources, low teacher-student exposure, lack of written reference material and access to external information and skills training are endemic throughout the Papua province schools. Consistent reference has been made during this investigation to the limited time that teachers spend at their posts because of long absences which take them back to the cities to receive salary, and to make money to support them when on duty. This situation is so widespread and so serious that it might take students who do not choose to drop out altogether, until adult hood to finish six years of primary school. In Merauke, the absence of opportunity to gain basic education and literacy skills for girls is regarded as a factor driving street prostitution and the correlated problem of proliferation of HIV/AIDS and sexually transmitted diseases. Books, little alone contemporary books of instruction are unavailable outside the cities and major towns. Computers and access to the internet is not on the agenda but has to be if rural Papuans are not to continue to be second tier citizens.

The continuing model for access to high school education continues, as in colonial time, to be one requiring students to emigrate from their villages and families to Kecamatan towns for junior high school (SMP) and to Kabupaten towns for senior high school (SMA). There is a disturbing and growing tendency for Kabupatens to spend large amounts of money on establishing dormitories for their students in the kabupaten towns and in the cities of Manokwari and Jayapura. At the universities in both capitals there are special dormitory complexes for students from the different kabupaten. The dormitory for students from Waimena (Jayawijaya) in Papua Province at UNIPA in West Papua Province is an example of the amount of money being spent on these constructions. Unfortunately, the key concept of dormitories developed in earlier times which allowed the mixing of young people from many

parts of Papua under one roof with the mentoring of older religious teachers and community leaders has been lost, and students more frequently have now to manage themselves at an early age without guidance and the opportunity to learn higher social values. For many students faced with complex issues of rapid social change the outcome is exposure to drugs, fragmentation and competition among different ethnic groups and survival of only those who are the best emotionally equipped. The dormitory system, which evolved for the minority of students who could grow and become leaders, has now become a facility for many more students including numbers who cannot cope where the challenges of living independently . There is increasing evidence that it is a system contributing to social disintegration and the social marginalization of a new generation which is losing its faith in the future.

On the basis of this analysis, the following interventions would provide an integrated response to some of the most immediate challenges:

1. Continue and expand support for Papuan teacher training at UNCEN under the DBE 2 program but recognize that teacher training has to be nested into the development of a teaching practice management program which will support graduates in their rural postings. In terms of curriculum, this will mean expanded inputs which will equip them for single teacher situations and in the methods of distance education.

2. Engage with the Provincial Education and Training Department to explore options for:

   - Financial and domestic incentives which will allow them to remain close to their posts;

   - A framework of support for village teachers, including a return to school inspectors or senior teachers who would be available at Kecamatan level. These senior teachers/inspectors could become part of the professional group in the CSC's. These senior teachers would need to be authorized to pay the village teachers and assist in the coordination of all their administrative issues. The senior teachers would also assist in sourcing and collating teaching materials and in engaging as a resource in adult and informal education.

3. Engage with the National Department of Education and the Provincial Department of Education to develop options for distance education. The purpose of this program would not be to extend distance education directly to students but to develop a network of internet-based teacher support which would initially link learning resource centers at the Universities of UNCEN and UNIPA with CSC' s in the selected Kecamatan. These facilities could become the training base for the development of a broader distance education facility which could also support the informal education center and provide technical assistance for village based planning under the RESPEK and PNPM programs.

7.5.5 HEALTH PROGRAM

Beyond the major serious epidemic issues which have been discussed in earlier sections, the challenges facing improved delivery of health services share many of the same problems that confront education:

- There needs to be a larger number of trained medical officers and paramedics;

- Those medical staff who are based at Kecamatan and village levels are typically inadequately trained and receive insufficient support from their employers making it difficult for them to remain in their posts;

- PUSKESMAS operating budgets are inadequate and transport and medicines and other essential facilities including water and electricity are typically not available even in the more richly endowed kabupaten.

These situations pertain despite the apparent priority given to health services delivery at all levels of government. Until local and provincial government administrators show a willingness to accept their responsibility for deploying improvements in these circumstances there seems little that donors can or should do directly. To engage in ways which merely relieve the immediate pressure on these government agencies, may prove to be counterproductive by feeding a reliance on outside assistance. Actions are required that challenge existing models of service delivery and can demonstrate successful outcomes.

One of these models is to support Kecamatan health facilities (PUSKESMAS) through the multi-disciplinary CSC groupings, which in the health sector would operate proactively in providing medical extension, advice and behavioural change activities, as well as being a source for efficient sourcing of support materials and networking with outside expert advice through the internet.

The second is to engage in the support of paramedical training, especially in nursing. Nurse training is progressing with the school in Jayapura beginning to produce ethnic Papuan graduates. It is nevertheless not at all clear that this and other tertiary level nursing schools are going to relieve the major problem of getting these paramedics to rural areas in sufficient numbers. Several respondents were clear that the national policy decision to upgrade nursing training to tertiary schools from vocational high schools was a mistake in Papua where university level graduates were not returning to villages but seeking jobs in larger villages. In Mimika a number of isolated area nurses were recruited who were married to staff at the mines. Typically in these cases the appointments did not work as the families were not prepared to be separated according to the demands of the positions, although the nurses remained nominally on staff.

More detailed information is required to determine the best course of action to be advised into the complex question of rural area staffing. There is a particularly urgent need to increase the availability of trained mid wives in order to tackle It would be a very positive step if a senior, possibly male nurse technical advisor could be located in the Jayapura Nursing School with the task of conducting a detailed assessment of the status and the options. One locally favoured option is to reopen vocational high schools for nurse training. This option could be managed positively if the vocational high schools were linked through curriculum design and supervision to the tertiary schools. A progressive level of accumulated training could then be offered which would broaden options for recruitment into isolated posts, without necessarily compromising quality. If more senior paramedics were then recruited to either the PUSKESMAS or the CSC they could operate in the same supervisory and back- up role as that proposed for teachers. A further option which could be explored is to actively encourage the recruitment of men to the nursing profession. Low retention rates at senior high schools in many kabupaten further limit the opportunity for some areas to expect to receive staff from the same tribal or language group.

7.5.6 ENVIRONMENT

7.5.6.1 Water and Sanitation

The BHS program has plans to implement elements of the Environmental Services Program (ESP) in Jayapura which relate to extending access to clean water in this city.

In Jayapura, Manokwari and Sorong where there is significant new building occurring and rapidly expanding new middle class housing, a case can be made to focus on PDAM improvement and increased accessibility as these organisations struggle to keep up in the demands for new infrastructure.

Whether this is the best role for USAID alone needs to be discussed as other options of donor partnership may be appropriate considering the interest of the World Bank and AusAID in infrastructure in Papua.

Of more wide-ranging and fundamental importance to providing development aid to ethnic rural Papuans is the need to focus on the role of clean water in health and the transmission of disease. This is not only poorly inderstood but challenged by the world views and deep seated beliefs of a number of indigenous cultures.

A mechanism for approaching this education and awareness rasing function is to incorporate it in the Kecamatan support centres which are discussed in the following section.

7.5.6.2 Forest Management

The future of the forest ecosystems of Papua and West Papua are of great importance globally for climate change, biodiversity and water cycles; and locally because of their essential expression of adat rights of land and resource decision making. They also represent very significant economic resources. While the rights of rural Papuan to make decisions about the way the land and its forest resources continue to reside largely in government and "official" adat institutions, there will continue to be marginalization and erosion of Papuan culture and social structures and belief. The incorporation of local value systems and decision making is difficult but possible. The continuing failure of official organisations to regard these issues seriously will continue to raise increasingly intractable social, political and environmental problems.

Despite the growing national and international focus on the future of the forest of Tanah Papua, there are no official (ODA) donor programs currently working towards the resolution of conflicts of authority and intent among national, provincial and local governments; and building capacity of any of these levels of government to implement land use decision making in relation to forest resources; or working in partnership with the timber industry to agree on contemporary approaches to land use selection and to sustainable forest management. No one is addressing the serious issues of alienation confronting ethnic Papuans claiming customary ownership, despite the existence of numerous large forest land conversion project proposals.

The fundamental importance of acknowledging the customary ownership of the forests of Papua is high on the agenda of both Governors who pledged a moratorium on forest logging in an historic agreement in Bali with the Governor of Aceh in 2007. In this agreement the conservation of the forests of Papua, Papua Barat and Aceh were envisaged to be achieved through the utilization of REDD based carbon credits, the trade of which could be used to generate an alternative source of income from that derived from forest timber resources. Considerable international interest has been generated from this proposal and a number of international carbon trading brokers and international forest conservation organisations have offered assistance in getting REDD projects started through the voluntary market, in anticipation of a compliance market being established post Kyoto in 2012. AusAID has a large stake in promoting this approach and is currently seeking approval from the Indonesian government to commence a Papua REDD pilot project under its current program.

A REDD pilot project in Papua would require a number of the issues mentioned above to be addressed, including the resolution of a satisfactory and practical approach to involving customary owners in resource management decisions, and in determining just financial return for the stewardship of the forest carbon resource. Other structural issues which will need to be considered include the architecture of a Reference Emission Level (REL), an appropriate means of monitoring change in forest cover and forest degradation against the REL, and a payment distribution system that is able to respond to projects generated at the sub-national level. With the exception of the issue of customary ownership, the mechanisms that will be used for REDD carbon management remain vague and the subject of much research and collaboration in Indonesia with the Ministry of Forestry and other agencies.. While US based organisations such as Winrock International, the World Resources Institute and South Dakota University are playing key roles in the development of REDD readiness in Indonesia, unless USAID is able to allocate substantial regional resources to forest based climate change mitigation, the effectiveness of its involvement through the Indonesia Country Strategy should be very seriously considered.

There are nevertheless two interventions which may play key roles in facilitating long term sustainable forest and land management, and for which the scale of USAID support and competitive advantage are clear.

1. Achieving a practical and just resolution to the relationship between customary ownership and statutory law.

   The research and development activity has been referred to and described under the section dealing with Democracy and Governance.

   WWF Sahul Programme and the Department of Forestry Research Station (FORDA) in Manokwari may be appropriate partners.

2. Utilize USAID experience in private public partnerships to engage with the larger industry proponents of the proposed palm oil estates to assist them in achieving estate development which minimizes environmental and social impacts.

   It has been noted that USAID, through the ***Orangutan Conservation Services Program***, is actively seeking instruments to engage forest industry companies in habitat conservation. Issues of high terrestrial biodiversity and endemism highlighted in Papua and West Papua by expeditions and publications by Conservation International would suggest a similar approach could be profitably supported in Papua, where poor soil fertility and complex water table issues require careful planning for successful and sustainable estate crop plantations. Respondent information collected during this investigation suggests that the dangers of estate crops like palm oil are recognized in some local governments and communities;, nevertheless, national and industry pressure for development is likely to remain intense.

7.5.6.3 Climate Change

The development of practical and effective forest-based climate change ***mitigation*** programs in Indonesia is being undertaken through the Ministry of Forestry and other national ministries with the support of a coalition of bilateral and multilateral donors through the Indonesia-Forest Climate Alliance and AusAID. UNDP is also developing its own program.

There remains a very large gap for donor assistance for climate change ***adaptation***. One of the few areas of agreement in the whole field of climate research is that change is happening and despite what might be achieved in mitigation there will be a need for communities and

economies to adapt to different climatic constraints and opportunities. Already in the past decade there has been serious draught and famine in parts of Jayawijaya in the highlands of Papua Province. In vulnerable areas in Papua and elsewhere in Indonesia predicted changes in rainfall and temperature are expected to result in the need for change in agriculture. In some locations water can be expected to become more difficult to obtain while in others expansion of open water may lead to health problems with increasing prevalence of disease and parasitic infection.

Climate change adaptation offers an opportunity for the whole field of agricultural extension to obtain a new and urgent focus, which integrates well with a proposed USAID priority area to enhance horticulture in Indonesia with support for extension services, as discussed above in relation to the ***Economic Development Program.***

In addition to the incorporation of this focus into curriculum and training through UNIPA as proposed, climate change adaptation could be developed in its practical application through the proposed CSC's and involve agriculture, health and education local advisors/ Kecamatan technical staff.

7.5.6.4 Marine and Coastal Management

WWF (US), Conservation International and The Nature Conservancy are collaborating on the implementation of the USAID regional Coral Triangle Initiative, encompassing The Solomon Islands Papua New Guinea, Timor Leste, Indonesia and the Philippines, which collectively form the centre of evolutionary radiation of coral reef ecosystems.

The *Bird's Head* which is the Province of West Papua occupies the centre of this region. The

Raja Ampat Kabupaten Marine Protected Area, declared in 2007; the Cendrawasih Marine National Park and the Kaimana Kabupaten Marine Protected Area, declared in January 2009 form some of the administrative structure of the so-called Bird's Head Seascape which has been identified by WWF, CI and TNC as a 5 year marine conservation program.

This concept, is very large and in scope similar to the challenges of the Great Barrier Reef Marine Park. How effectively it can be made to work in practice will depend to a large extent on the capacity of managers to regulate the commercial fishing industry, comprising national and international trawling fleets. The live fish trade is also growing. Large amounts money invested in these industries require a greatly strengthened and intelligent surveillance and enforcement system, the resourcing of which will be very costly.

Nevertheless the Provincial Forestry Agency and the kabupaten involved in Raja Ampat and Kaimana do have a commitment to the concept. USAID Indonesia intervention or intervention mediated through the CTI could assist the establishment or extension of a protected areas management facility at UNIPA would provide a positive focus for the enhancement of needed capacity. A Fisheries Technical High Schools at Sorong could be brought in as a partner and value add to the program.

BP Tangguh through their Biodiversity Action Plan is a potential stakeholder and partner.

7.5.6.5 Building Capacity for Environmental Management

Indonesia generally lacks good quality certified environmental laboratories which a can deliver analytical results which will stand up to judicial cross examination and can be used for enforcement purposes.

This is the case also in Papua. As the Provinces are faced with increasing numbers of development projects, and as the cities and towns expand the quality of water in particular will deteriorate, and the requirements on companies to meet their AMDAL requirements will become increasingly important.

A well bounded and much needed technical assistance, in line with USAID proposed higher education links would be to assist the Environmental Studies Center at the Papua State University to build the hardware and the professional capacity to run a certified environmental laboratory. Assistance in this project might be obtained through partnership from BP Tangguh and Freeport and other large companies seeking an investment foothold.

By locating the facility at UNIPA it would allow the MOU that has recently signed between the University and the West Papua Province environmental regulatory agency BAPEDALDA to be practically effective.

The facility would have a teaching and training function but would contribute to the increasing needs for the establishment of water quality baselines and the monitoring of water pollution for environmental and human health. In this respect it could become a service facility for BAPEDALDA in its role in monitoring AMDAL and in investigations. As demand increases it could have a regional clientele and could easily be financially self supporting.

USAID support should extend through all stages in the development of the facility, including maintenance, marketing and financial independence.

ANNEXES

Annex 1. List of References

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Annex 2. List of Respondents

Name	Title
Government Officials	
BAPPENAS	
Delthy S. Simatupang	Director, Directorate for the Analysis of Law and Regulations, BAPPENAS
Papua Province	
Konstan Karma	Mantan Wakil Gubernur Papua
Drs. Alex Rumaseb, MM	Head of Bappeda
Dr Agus Samule	Special Advisor to the Governor
V.L. Pattipi, MSi	Kasub Analisis dan Evaluasi, Bappeda
Dra. Rika Fonim	Kabid Sosial Budaya, Bappeda
Andri	Staff Sub Bidang Penerangan dan Kependudukan (bagian jender), Bappeda
M. Tobroni	Staff Diseminasi dan Layanan Statistik BPS
B. Tambunan	Kepala Sub Bagian Program, Dinas Perindustrian dan Perdagangan
Abner Karubabai, SE	Head of Program, Bappeda
Dra. Yul Uliken	Office of Women Empowering,
Drs. James Modouw MM	Kepala Dinas Pendidikan dan Pengajaran
Drs. A. Marpaung	Kepala Bidang Pendidikan Dasar (SD, SMP, SMU, SMK), Dinas Pendidikan dan Pengajaran
Henk Rumbewas	National Sport Commission, Papua Province
Kabupaten Jayapura	
Drs. Habel Suwae MM.	Bupati Jayapura
Renwarin MSI.	Dinas Agama
Kabupaten Jayawijaya	
Drs. Chris Manuputty	Head Bappeda
Christian Sohilat, ST, MSi	Kabid Fisik dan Prasarana, Bappeda
Drs. Magdalena Tenau	Staff Kantor Dinas Pemberdayaan Perempuan
Kabupaten Merauke	
Hendrikus Tjiu, SE, MSi	Staff Bappeda Kabupaten Merauke
Riyanto, S.Sos, MSi	Staff Bappeda Kabupaten Merauke
Marwiyah	Staff Bappeda, Kabupaten Merauke

Name	Title
Kabupaten Mimika	
Ir. Omah Laduani Ladamay, MSi.	Head of Bappeda Kabupaten Mimika
West Papua Province	
Drs, Ishak Laurens Hallatu	Head of Bappeda
Hermus Indou, SIP, MH	Kabid Sosial Budaya, Bappeda
Reintje Kawengian	Advisor to the Governor of West Papua Province, Manokwari
Dr Habel Pandelalu	Head of Health Department, Kabupaten Wondama, Papua Barat
Kabupaten Sorong	
Drs. Sudirman	Head of BAPPEDA
Ir Nataneal	Head Communications Agency
Dr. M Hukom S Kep	Head of Health Agency
Ny. Dorkas Kana Pau	Head Womens' Empowerment Agency
Erik Mayor	Head of Planning and Development Education and Training Agency
Yance Kaikatu	Sub-Bagian Umum, Kantor Bupati
Jhony Kamura, SH, MSi.	Head of Budgeting, Kantor Bupati
Kabupaten Sorong Selatan (Teminabuan)	
Ir. Herman Tom Dedaida, M.Si.	Vice Bupati
Drs Agustinus Saa, Msi	Regional Secretary
Drs. Martinus Salamuk	Head of Bappeda,
Sryaf D. Maniburi, SP.	Staf Dinas Pertanian
Niko Kareth, SP	Staf Dinas Pertanian Bagian Peternakan
Stevanus Kocu, S.St.Pi	Head Dinas Fishery and Ocean
Yulianus Tenau, S.Sos.	Staff Dinas Perdagangan dan Penanaman Modal
Onesias Menanti	Kepala Sub Bagian Kepegawaaian, Dinas Kehutanan
Ir. Hendrik Runaweri, MM	Head Dinas Kehutanan and Perkebunan
Yunus Sabisolo, SE	Staff Dinas Pengembangan dan Pemberdayaan Masyarakat
Nimbrot Nauw SE	Kead of the Kampung Planning and Development Agency
Petrosina Salussa	Head, Pemberdayaan Perempuan
Anace Thesia	Program Head, Program pada Kantor Pemberdayaan Perempuan.

Name	Title
Kabupaten Kaimana	
Drs. Abdullatief Suaeri, MSi	Head of Bappeda Kabupaten Kaimana
Louis Ubery, Amd Pert	Dinas Kehutanan and Perkebunan, Kabupaten Kaimana
Yanne Bless	Dinas Kehutanan and Perkebunan, Kabupaten Kaimana.
Joko Pulunggono	Balai Konsevrasi Sumberdaya Alam/BKSD, Kabupaten Kaimana
Ibnu Salam Refideso	Polisi Kehutanan / Forest Ranger, Balai Konsevrasi Sumberdaya Alam/BKSD, Kabupaten Kaimana
Universities	
Prof Wim Poli Ph.D.	Consultant to Kabupaten Jayapura
Drs. Jack Johdt Morim MSi.	Kepala Pusat Studi Kependudukan Universitas Cenderawasih, Provinsi Papua, Jayapura
Dra. Ivone Poli MSi	Ketua Program Studi Antropologi, FISIP Universitas Cenderawasih, Provinsi Papua, Jayapura
Faith Based Organisations	
Pasaribu	Urusan Kerjasama antar Agama. Keuskupan Katolik Jayapura Provinsi Papua, Jayapura
Mgr. John Philip Saklil	USKUP Gereja Katholik, Kabupaten Mimika, Timika
Mgr. Nicholaus Adi Seputra MSC	Keuskupan Merauke
Pdt. L. Marisan STh	Ketua Klasis GKI Gereja Protestan Manokwari Provinsi Papua Barat
Pdt. T. Sombuk STh.	Mantan Ketua Klasis GKI Gereja Protestan Manokwari Provinsi Papua Barat
Romo Harsono Pr.	Pastoran Wilayah Manokwari Keuskupan Manokwari-Sorong
Ir. Leo Mahuze	Chairperson LSM YASANTO, Merauke
Non-Government Organisations	
Yusan Yeblo	Direktur KKW (Kelompok Kerja Wanita) di Jayapura
Mujiyanto SP.	Yayasan Perdu Pengembangan Masyarakat dan Konservasi Sumber Daya Alam, Manokwari
Rudy Wondiwoy	Executive Director for Manokwari Yayasan Paradisea Pengembangan Ekonomi Rakyat dan Konservasi Sumber Daya Alam Provinsi Papua Barat
Jon Nakiaya	Executive Secretary Yayasan Pembangunan Masyarakat Amungme-Komoro (YPMAK) Mimika

Name	Title
Jeremias Imbiri	SE: Head Public Relation YPMAK
Theo Ayurbaba, SH, MM	Head Lembaga Pemberdayaan Perempuan dan Anak (LPPA)
Elisabeth Langsa Pasapan	Manager Kaimana Corridor, Conservation International Indonesia
Village Community	
Natalis Lokobal	Dusun Otlilu, Distrik Asolokobal, Kabupaten Jayawijaya
Ahmad Watora	Head of Kampong, Fisherman & Farmers, Kampong Trikorea, Kecamatan Kaimana.
Saina Namudat	Chairwomen PKK, Kampong Trikora, Kecamatan Kaimana
Dina Busira:	Handicrafter, Kelurahan Kaimana, Kecamatan Kaimana
Yohana Kambu	informal womens leader, Kab. Sorong
Sainab Namudap	Head PKK (womens auxiliary) Kampung Trikora, Kabupaten Kaimana
Sem Howay	Ayamaru Tribe, Kampung Kelauyuk, District Sorong Timur
Anace Kambu	Ayamaru Tribe, Kampung Kelauyukn Sorong Timur District
Dina Wayega	Womens skills trainer, Kaimana
International Projects and Donors	
Agustinus Rumansara	Advisor on Pro-Poor Growth and Service Delivery, Papua Province, Jayapura
C. Inuri	UNDP-Jayapura
Dianne van Oosterhart	Resource Person for Papua, UNDP, Jakarta
Didiek Hadiprabowo	LGSP Provincial Representative, Manokwari, West Papua
Theo Kosay	Staff UNDP in Wamena
Frigia A.F. Merien	Regional Coordinator, LGSP Sorong
Dr Jeff Sayer	IUCN, Senior Scientific Advisor, Livelihoods and Landscapes Project, Papua
Mr Pete Wood	Advisor, Samdhana Foundation
Dr Gunawon Ingkokusumo	Aksi Stop AIDS – Family Health International
Julien De Meyer	ACIAR Country Manager, Jakarta
Blair Palmer	World Bank Consultant, Conflict and Development Program

Name	Title
Graham Jackson	Technical Director, AusAID Indonesia Infrastructure Initiative
Robin Taylor	AusAID Counsellor, Infrastructure, Regional Development and Climate Change
Patricia Bachtiar	AusAID Program Manager Regional Development
Dr Bernadette Whitlum	UNDP, Program Advisor and Head of Poverty Reduction Unit, Jakarta
Francesca Lawe-Davies	The World Bank Operations Officer Papua and West Papua
Maria Latuhamina	United Kingdom, Overseas Development Agency, Jakarta
Adrian Wells	United Kingdom, Overseas Devleopment Agency, Jakarta
Legislators	
Arobby Aituarauw	Member Papua Peoples Assembly (MRP)
Theo Waimuri	DPR RI (Retd)
Private Industry	
Marten M. Jambise	Staf Bagian Statistik dan Ekonomi Moneter, Bank Indonesia Jayapura, Papua
Dr Hidayat AlHamid,	BP – Tangguh, Integrated Social Program
Juanita Darmono	BP Corporate Relations
Tino Ardhyanto	Esternal Relations Supervisor, HESS Offshore Processing Facilities (Project Area in Fak Fak)
Dr Jeff Flood	Managing Director, Carbon Strategic Global
Vien Yarangga	Director of TSPP (Tabloid Suara Perempuan Papua), Jayapura
Peter N Kane	Manging Director, IBN Group
USAID and USG	
Walter North	Mission Director, USAID/Indonesia, American Embassy Jakarta
Cheryl A. Williams	CTO and Deputy Director of Programming, USAID/Indonesia, American Embassy Jakarta
Avery Quellette	Private Sector Alliance Builder, USAID Mission to Indonesia
John A. Pennell	Director Office of Economic Growth, USAID/Indonesia, American Embassy Jakarta
Faye Haselkorn	Senior Local Governance Advisor, Office of Democratic and Governance (DDG), USAID/Indonesia,

Name	Title
Diah A.S. Januarti	Project Development Specialist: Democratic & Governance Office, USAID/Indonesia,
Leila Abu-Gheida	Senior Peace-building Advisor, Office of Democratic & Governance (DDG), USAID/Indonesia,
Trigeany Linggoatmodjo	Program Specialist: Water and Environment Office, Basic Human Service, USAID/Indonesia, Yoke Sudarbo: Project Development Specialist Democratic & Governance Office, USAID/Indonesia,
Robert Simpson	Program Advisor, USAID Mission to Indonesia
Arturo Acosta, Ed.D, Ed. M	Deputy Director, Education Office, USAID/Indonesia
Ferdy Hasnovi	Chief Financial AnalystUSAID/Indonesia
Ana	CTO AMARTA Project, Office of Economic Growth, USAID/Indonesia
Asuncion L. Juico	Contracting Officer USAID/Indonesia
D. Soenarno	Staff Contract Office, USAID/Indonesia
Tuti Pudjiastuti	Staff Office of Education, USAID/Indonesia
Edwin Saeger	Economic Section, American Embassy Jakarta
Lloyd Feinberg	Special Funds Manager, Agency Disability Coordinator, Displaced Children & Orphans Fund, War Victims Fund, Victims of Torture Fund, USAID/Washington.
Matthew Cenzer	Second Secretary, US Embassy, Jakarta
Lisa Baldwin	MPH:Senior HIV/AIDS Technical Advisor, USAID/Indonesia,

Annex 3. Donor Project Initiatives in West Papua Province – 2007

No	Name of Project	Focus	Donor	Responsible Partners	Time Frame	Location at IJB	Other Locations in Papua	Total Budget
1	Malaria Control program	Malaria Disease	Global Fund	Global fund Malaria Papua		Sorong, Sorong Selatan, Raja Ampat	Biak Numfor, Supiori, Yapen, Waropen	
2	Reducing poverty and promoting Peace	Indigenous people	ILO and UNTFHS (Japan Government)	Ministry of Manpower	2006-2008	Manokwari	Jayapura	1.5 USD
3	Leprosy Component Papua	Leprosy disease	Ministry of Health	Local Health Council	2005-2006	Fakfak, Manowari, Sorong, Sorong Selatan, Teluk Bintuni, Teluk Wondama, Raja Ampat,	Mimika, Nabire, Jayapura, Boven Digul, Mappi, Panial, Yahukimo, Asmat, Jayawijaya	150,000 USD
4	Papua Development Program (PDP)	Capacity Development to achieve MDG's	UNDP and other donors	Bappenas,	2006-2010	Fakfak, Raja Ampat	Sarmi, Yapen Waropen, Jayawijaya, Yahukimo, Boven Digul, Mimika	24 Mill USD

No	Name of Project	Focus	Donor	Responsible Partners	Time Frame	Location at IJB	Other Locations in Papua	Total Budget
5	Indonesian Partnership Fund for HIV/AIDS	HIV/AIDS	UNDP, and others	National Committee for HIV/AIDS	2005-2007 (1st phase)	Sorong, Sorong city, Manokwari, Fakfak, Kaimana,	Jayapura, Keerom, Peg. Bintang, Nabire, Jaya Wijaya, Puncak Jaya, Paniai, Mappi, Biak, Mimika, Marauke, Asmat	47 Mill USD
6	Partnership for Sustainable Development in Papua	Development planning & capacity development	UNDP and BP	Menko Ekon, BAPPEDA West Papua, UNDP	2004-2007	Bird's Head Region		1,025,000 USD
7	Partnership for e-Prosperity for the Poor	Telecenter/ Information	UNDP	Bappenas	2004-2007	Fakfak,	5 other provinces (South East Sulawesi, East Java, Central Java, Gorontalo, East Java)	1,476,795 USD
8	Nutrition and Health Program	Health	UNICEF, AusAID, USAID	Ministry of Health		Manokwari, Sorong	Biak, Jayapura, Jayawijaya	800,000 USD/year
9	Learning Communities for Children	Education	NZAID, AusAID	Bappenas & Diknas	2002-2006	Sorong, Manokwari	Jayapura, Jayawijaya, Biak Numfor	5,8 Mill USD

No	Name of Project	Focus	Donor	Responsible Partners	Time Frame	Location at IJB	Other Locations in Papua	Total Budget
10	Early Child Development		ILO/UNICEF			Sorong, Monokwari		
11	HIV/AIDS Program	Education	AusNatCom, Netherland Government	National Committee for Child and Mother Lifelyhood		Sorong, Monokwari and 5 other District	Jayapura, Jayawijaya, Biak	
12	Papua Public Expenditure Review and Capacity Harmonization Program – PEACH		AusAID	Papua Provincial Government	2005	Provincial, City and District Government		1 Mill USD
13	Literacy	Human Development Capacity	OIKOSNOMOS Foundation, CIDA, UNDP	Papua Education Council	2006	Sorong Selatan	Jayapura, Jayawijaya, Pegunungan Bintang, Yapen, Mulia	

Annex 4. Donor Partner's Support Aligned with Papua Province Priorities - 2008 (Source World Bank)

Papua development areas - as per Governor's presentation to the donors on 27 Sept. 2006	Title and objectives of ongoing support	Support in pipeline e.g. project development	Government / Development Partner	Duration (start date and end date)	Location in Papua province (district/kecamatan and kabupaten)	Total amount
People Centered Development:						
Food and Nutrition Intake - Objective: Consumption of more nutritious staple on a balanced diet	Pilots for adolescent girls, training as peer educators implementing a series of health and nutrition education activities. [Part of the Women & Child Health Program Papua (WHCPP)]		UNICEF / AusAID	July 2006 - June 2009	Jayapura (Depapre, Sentani)	Part of AU$6,5 million program
	People-centred Development Program; capacity development and financial support to CSO in food and nutrition service delivery and pendampingan (in partnership with UNICEF)		UNDP / UNICEF	2006-2011	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
Health - Objective: To provide improved health services as close as possible to the people living in	Women & Child Health Papua Program to increase community awareness of and initiative in adopting good health practices, strengthen decentralised health systems, improve human capacity		UNICEF / AusAID	2006-2009	Sorong, Manakwori, Jayapura, Jayawijaya	AU$ 6.5 million

villages and remote areas, supported with proper referral system	for health system management and delivery of health services, including malaria prevention for pregnant women and child immunisation.					
	(i) Assessing the functioning of the current health system and integration of health related HIV activities in the health system (ii)Identify next steps to establish a *health capacity development and technical resource facility* to provide longer term timely diagnostic and evaluation services, advice and technical resources	Analytical and Assessment for Advisory (AAA) works, to follow	AusAID and World Bank with provincial and district health offices	May 2007 - August 2008	Papua and Papua Barat	AU$65,000 (AusAID) plus US$50,000 (World Bank)
	Maternal Neonatal Tetanus Elimination: the objective of this project is to minimise incidences of tetanus among newborn babies. It involves training and socialisation workshops, distribution of vaccines and vaccine carriers		UNICEF	2007-2008	Merauke, Nabire, PaniaiKeerom, Manokwari nad Sorong kabupatens	
	Malaria and Pregnancy: pregnant women who attend K1 visits will be screened for malaria with a Rapid Diagnostic Test and treated if found to be infected. Treated bednets will also be distributed to pregnant women to prevent mosquito bites.		UNICEF	2007-2008	Jayapura, Merauke, Keerom, Manokwari nad Sorong kabupatens	US$478,000

	People-centred Development Program; capacity development and financial support to CSO in mother and child health care service delivery and pendampingan (in partnership with WHO and UNICEF)		UNDP / UNICEF / WHO / UNFPA	2006-2011	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
	Primary Health Care and Infectious Diseases Prevention Programme. Objective: To Improve access to quality Primary Health Care services through continuous medical training to doctors, nurses, midwives, community health workers and lab technicians, including on STI and HIV/AIDS and syndromic approach, training for district health authorities in use of National Health Information System, support for creation of referral system, outreach and mobile medical services and organisation of regular immunisation days. - detailed information and lessons learned in Bappeda-UNDP booklet		Medecins du Monde (MDM)	April 2006 - Dec.2009	Puncak Jaya district: Mulia, Sinak, Yamo, Agandugme, ewoluk and Pogoma sub-districts	Europaid: EUR 808,615

	1) Translation of community health materials into Papuan languages on topics such as HIV/AIDS Awareness, Malaria Prevention, Avian Influenza Awareness, How to Make Mosquito Nets, Basic Hygene, How to Treat Injuries, etc. 2.) Development of Appropriate media to raise awareness in oral cultures of health issues 3.) Training of Papuan volunteers and local government officials to serve as community health practitioners.		Summer Institute of Linguistics (SIL)	Ongoing	Jayapura, Sentani, Boven Digul--Kouh, Waropko and Mandobo, Mappi--Obaa, Nabire--Siriwo, Pegunungan Bintang--Langda Bomela, Sarmi--Mamberamo Tengah Yahukimo--Sumtamon, Yapen Waropen--Yapen Timur and Angkaisera	
	Support to Papua and West Papua Health Offices -including support to control HIV/AIDS, TB, leprosy and Yaws, support ro provincial MCH programs with a focus on provincial Maternity Waiting Home program development, technical support for immunisation programs including cold chain imrpovement, support for expansion of HIV/AIDS services (including IMAAI and VCT) to the health centre level, support for clinical monitoring, introduction of pilot TB-HIV/AIDS program collaboration mechanism.	1) Provide four National Consultants. 2) Provide training for IMAAI and VCT followed by implementation. 3) As a team visiting hospital and health center VCT. 4) Provide funds and TA to realize maternity waiting home. 5) Bridging Unicef, UNFPA, UNDP and Sector to develop plan and to realize	WHO with FHI, the Papuan and West Papuan provincial health offices and some district health offices	November 2006 onwards (long term program).	Kabupatens Pegunungan Bintang (Oksibil) , Boven Digoel (Tanah Merah), Jayapura, Jayawijaya (Wamena), Jayapura City, Jayapura Utara, Jayapura Selatan, Demta, Koya barat, Sentani Timur, Abepura	information not provided

		Midwifery school. 6) Provide TA and equipment for Wamena hospital to develop training center BONC.				
	Access to Primary Health and Emergency Care with emphasis on Mother & Child Health.		Medecin Sans Frontiere (MSF) Belgium § The MoH / GoI. § The Provincial Health Office (PHO), Papua Province. § The District Health Office of Asmat (Dinkes-DHO). § The PKK movement of Asmat (the women's movement for the 'family welfare program') & other local women organizations. § Local Missionaries.	2006-2009	District of Asmat. Subdistrict of Agats, Akat and Sawa Erma.	2.320.872 Euro

	Basic Human Services - Tuberculosis: technical and operational assistance to strengthen and expand DOTS (Directly Observed Treatment Short Course) coverage in support of the National TB Program. Support to program management, lab diagnosis of TB, treatment of TB patients, training of provincial, district and sub-district National TB Program staff.		USAID/BP through the Royal Netherlands Tuberculosis Society	2006-2010	Kabupaten Jayapura, Sorong, Manokwari	US$450,800.00
	Basic Human Services - Malaria: seeks to address malaria in pregnancy through strengthening of health services, systems and behaviours: integration of malaria control and maternal health systems development; provides and distributes insecticide-treated bednets for pregnant women and young children, provides technical assistance for increasing awareness and understanding of malaria in pregnancy and strengthening antenatal care.		USAID/BP through UNICEF	10/2006 – 9/2008	Kabupatens Sorong, Jayapura and Manokwari	US$1m
	Leprosy Control Program implemented with provincial health office to support to health centres with early case detection and treatment through training of doctors, nurses and lab		Netherlands Leprosy Relief	1995 - 2010	Merauke, Jayapura, Nabire, Mimika, Keerom, Mappi, Boven Digoel, Biak Numfor, Yapen, Waropen, Paniai,	2005: Rp. 792.487.750, 2006: Rp. 803,477,200, 2007: Rp.1.258.015.900,

	technicians, support ro recording and reporting systems, stigma reduction through education and advocacy, establishment of self care groups.				Jayawijaya, Yahukimo, Asmat, Sarmi, Kota Jayapura	2008: Rp.1.260.000.000
HIV & AIDS	The HIV Cooperation Program for Indonesia (HCPI) focuses in Papua on capacity building of the Provincial and District AIDS commissions (KPAP and KPAD) to rapidly scale up comprehensive HIV communications that will increase people knowledge about HIV and promoting behaviour change in the general population, amongst young people and high risk groups (sex workers and mobile workers).		AusAID working with the KPA (National AIDS Commission)	March 2008 - March 2013	Papua and West Papua	AUD$9,006,500
	In Papua Province, the Clinton Foundation is giving support to Provincial and District Health Offices and health facilities to scale up and improve the quality of care and treatment services through providing technical assistance and clinical mentoring in hospitals and clinics, strenghtening laboratory capacities, improvement of care and treatment for children with HIV and a rural program for isolated communities.		AusAID and Clinton Foundation working with provincial health offices (PHO) and selected district health offices (DHO).	July 2007 - December 2009	Papua and West Papua, with special focus on Jayapura, Jayapura City, Merauke, Mimika, Jayawijaya, Puncak Jaya	AUD$2,358,000

	HIV/AIDS workplace education project	HIV/AIDS workplace education for other at risk sector in Papua and IJB	ILO	2005-2008	5 provinces incl. Papua and West Papua	
	Aksi Stop AIDS - to increase risk reduction behaviours, practices and services, strengthen capacity of provincial and district health offices and AIDS commissions to self-assess and enhance performance through technical assistance, training and provision of equipment.		USAID/BP through Family Health International	10/2006 - 09/2008	Papua Province: Jayapura, Keerom, Pegunungun, Bintang, Nabire, Jayawija, Puncak Jaya, Paniai, Mimika, Biak, Numfor, Mappi, Asmat, Merauke; W. Papua Province: Manokwari, Fakfak, Kaimana, Teluk Bintuni, Sorong	US$9,604,342
	Follow up sectoral work of Papua's (2006) Population-based Bio Behavioral Survey. Objectives: a) To better understand the context, character, scope and distribution of commercial sex in the urban areas, remote lowlands and highlands of Papua ; b) The rapid mathematical modelling is to identify sources of incident infection in Papua, and to contrast them with sources of infection elsewhere in Indonesia, to guide investment and intervention priorities; c) To provide technical assistance to	Analytical and Assessment for Advisory (AAA) works	World Bank with Ministry of Health, National AIDS Commission,	July 2007 - July 2008	Papua Province: selected districts	Estimated USD 90,500 (BB and TF : UBW TF and BNPP TF)

	interprete data and produce simple messages; d) To obtain basic information for planning and budgeting					
	HIV/AIDS Prevention and Care through Life Skills Education and Peer Education among Young People in Papua and Papua Barat Provinces - through HIV/AIDS education for junior secondary students and out of school youths, with a focus on prevention of unsafe sexual behaviour, particularly among young women; encouragement of national and provincial governments to replicate the project		UNICEF/ Netherlands working with national and provincial education authorities and AIDS Commissions	2006-2009	Jayapura, Jayapura city, Keerom, Jayawijaya, Biak Numfor, Supiori, Merauke, Mimika, Manokwari, Sorong, Sorong City	$3,915,007
		The ILO is planning to expand the existing limited intervention in Papua by building on extensive ILO experience in addressing workplace issues of HIV/AIDS across Indonesia	ILO			

		by targeting vulnerable reproductive age group, in particular "mobile men with money" primarily in ports and in the fisheries, plantation and forestry sectors, as people at risk of contracting and transmitting the virus in Papua.				
		Joint program on HIV/AIDS in three Kabupaten in Papua and West Papua province	UNFPA / WHO / UNICEF / UNDP			
		Coordination support to the provincial KPA (2 staff)	UNAIDS		National and Provincial KPA and selected districts	
<u>Education</u> - Objective: Improve the quality and coverage of education service	CREATING LEARNING COMMUNITIES FOR CHILDREN (CLCC): Raising quality of primary education by assisting schools and communities to take more responsibilitiy for managing their own resources and managing these resources more effectively		UNICEF / UNESCO / NZAID & AUSAID	2002-2009	13 Districts across Indonesia, including Jayapura, Biak Numfor, Jayawijaya (Papua) and Sorong (West Papua)	Estimated total assistance for Papua & West Papua approximately AUS$365,380. NZAID now lead donor to this national program (US$165,600) - for 2007-2009

	Education and Skill Training for Youth Employment (EAST) project: The objective of EAST project is to improve the employability and capacity for entrepreneurship among young women and men through improved access to educational and training opportunities and elimination of child labour. The project has four strategic outcomes, namely: (1) improved access, quality and relevance of basic learning opportunities, (2) Supportive environment of lower education for a successful school-to-work transition through relevant and high quality layout market information, (3) enhanced preparation among out-of-school youth for life-long learning and (4) Development of entrepreneurship and business culture among youth.		ILO with ministries of manpower and education (funded by the Embassy of the Kingdom of the Netherlands)	2006-2010	6 provinces in Indonesia incl Papua and West Papua	US$22,675,772 (US$ 7,4 million for Papua and West Papua)
	Papua Development Program; capacity development and financial support to CSO in basic education service delivery and pendampingan (in partnership with UNESCO and UNICEF)		UNDP / UNICEF	2006-2011	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mill Netherlands and US$2.05 million from NZAID)

	Improving the Quality of Decentralized Basic Education (DBE). Strengthen local govenment capacity to effectively manage basic education and improve the quality of teaching and learning in primary and junior secondary schools through capacity building. For managing basic education, the focus will be on developing local government's capacity to prepare and implement education development plans at the district level, financial management, asset and personnel management, and school supervision. For improving the quality of teaching and learning, the activities will focus on enhancing and building capacity at the Universitas Cenderawasih's (UNCEN) teacher training facility, developing high quality training packages which will be used to educate teachers in such subjects as math, science and literacy and the institutionalization of best practices. USAID's education activities in Papua and West Papua are implemented in partnership with British Petroleum through a multi-year public - private alliance.		USAID/BP with MONE, MORA, District level Education Offices	8/2006 – 4/2010	Kota Jayapura, Manokwari, Sorong Selatan	US$475,000

	Literacy Program: 1.) Development of writing systems and dictionaries for Papuan languages to be used use in educational and cultural development initiatives; 2.) Development of local curricula (MULOK) and basic literacy primers for primary schools and non formal education programs; 3.) Training for literacy tutors, instructors, and program managers; 4.) Village based basic and functional literacy programs for male and female adults and children; 5.) Development/translation of culturally appropriate reading materials in Papuan languages; 6.) Development of Village Reading Rooms and training for local staff; 7.) Translation of Field Manual for Developing Mother Tongue and Adult Literacy Programs in Minority Language Communities into Indonesian; 8.) Training for teachers and local volunteers on translation form local languages into Indonesian; 9.) Training in critical thinking skills and program management for project managers in Papuan governmental and non governmental organizations; 10.)	1.) Training in educational baseline study, literacy assessment, and learner evaluation techniques for Papuan governmental and nongovernmental organizations. 2.) Development of culturally appropriate graded literacy materials to integrate learners from non formal education programs to formal schooling opportunities.	Summer Institute of Linguistics (SIL)	Ongoing	Jayapura -- Sentani, Boven Digul--Kouh, Waropko and Mandobo, Mappi--Obaa, Nabire--Siriwo, Pegunungan Bintang--Langda Bomela, Sarmi--Mamberamo Tengah, Yahukimo--Sumtamon, Yapen Waropen--Yapen Timur and Angkaisera	US $325,000

	Translation of health information and appropriate technology books. - additional information and lessons learned available in Bappeda-UNDP Booklet					
	Early Childhood Education Development (ECED)	The development objective of the project is to improve poor children's overall development and readiness for further education within a sustainable quality ECED system. To achieve this objective, the project will: 1) Increase the capacity of poor	World Bank/Dutch Government/UNICEF with BPMD and provincial education office	Jan-Dec 2008	Kabupaten Jayapura	US$130,549 (part of a US$ 25.300.000 Netherlands Embassy grant for the period Aug 2006 – December 2010).

		communities to engage in participatory planning that will result in new or improved ECED services for their children and families. 2) Prepare the foundation for a sustainable ECED system through budgetary commitments from participating districts, establishment of a national quality assurance and professional development system, and district capacity building. 3) Ensure continuous improvement of service delivery and system building through establishing effective project management, and monitoring and				

		evaluation.				
	Dutch Basic Education Trust Fund: the aim of this Trust Fund is to carry out the necessary technical analyses using global knowledge and international best practices to help GoI to reach its objectives in Renstra and to successfully implement policies under the new Teacher Law. The analytical work forms the basis for a series of possible sector-wide approach operations to be supported by all donors interested in the sector. Funding is channelled through the WB. *This Trust Fund has supported analytical work on the role of ICT in education in papua and financial*		Dutch Government/World Bank (IBRD, IDA]	September 2006 - Sept 2011	50 districts nationally (yet to be determined) including some in Papua and West Papua	US$ 11,132,800 (overall budget); no specific geographical budget allocation. [$100,000 spent on ICT project and $100,000 spent on financial management in education project]

	management in the education sector.					
	Life Skills Education (LSE) to prevent AIDS: 1) Adolescents in and out of school receive information and training to prevent HIV infection 2) Adolescents encouraged to practice safe behaviour and receive access to health services for sexually transmitted infections and voluntary counselling and testing for HIV; 3) Schools (SMPs) supported to provide regular HIV and AIDS		UNICEF (Dutch and Ausnatcom) with provincial and district education offices	2004-2009	Papua Province (Kabupaten Biak Numfor, Jayapura, Jayawijaya, Mimika, Merauke, Supiori, Keerom & Kota Jayapura), West Papua province (Kabupaten Manokwari, Sorong & Kota Sorong)	US$5,218,000
		The ILO is preparing two analytical studies to support the education system in Papua: (1) Equivalency: examining the quality of the education provided and the		2008-2009	Papua and West Papua	

		value in the labour market of the Paket C diploma (compared with the SMA diploma), and at the possible bridging function of the PKBMs to bring drop out children back to school; and (2) A study examining forms of child labour within Papuan communities.				
	The Basic Education Sector Capacity Support Programme aims to strengthen capacity to conduct policy analysis, to engage in policy dialogue with stakeholders and external development partners, and exercise oversight of basic education. The focus is on improving governance and increasing transparency and accountability, especially in local governments, and on strengthening the capacity of information systems.		EC / Netherlands / World Bank	June 2006 – December 2012	50 districts nationwide. Not decided yet which ones, but some in Papua and West Papua will be included.	The BEC-TF is EUR 39 million (approx $51 million), of which US$22m is contributed by the Netherlands and US$17m from the European Commission.

<u>Local economy</u> - Objective: to significantly improve income of people living in villages through participation in market economy	Papua Indigenous Peoples Empowerment (PIPE) project is a three year pilot undertaking to test a community driven participatory development approach to poverty reduction and village development among indigenous peoples. It seeks to 1.) enhance the capacity of indigenous Papuans, in partnership with the non-Papuans with whom they live, to initiatie, plan, implement and sustain their own poverty reducaiton and community development activities within their own villages using primarily indigenous knowledge systems and practices; 2.) mainstream gender issues and promote gender equality in local development; 3.) strengthen the capacity of multi-sector stakeholders to sustain existing site-specific peace and development mechanisms. Communities in pilot project sites identify, plan and implement their own gender sensitive poverty reduction and village development activities. Interested local government agencies and the ILO provide support services in the form of physical infrastructure, community	The ILO is preparing a concept note to support entrepreneurship development under the PNPM/RESPEK programme by replicating the programme implementation in existing four districts under the PIPE project using the basic principle of community driven participatory development.	ILO supported by UN Trust Fund for Human Security and Japanese governent	2006-2008 PILOT but longer term plans	Papua (Muara Tami, Kota Jayapura; Kemtuk Gresi, Kabupaten Jayapura) and West Papua (Tanah Rubuh and Kebar in Kabupaten Manokwari)	US$1.5 million

	facilitators, complementary technical knowledge and small grants. *Experiences and lessons learned in the process are now being documented to support improvements in similar programs, such as PNPM/RESPEK.*					
	People-centred Development Program; capacity development and financial support to CSO in agriculture development, extension services and pendampingan		UNDP / IFAD / ILO	2006-2011	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
	18 month pilot programme to establish a sustainable livelihoods programme with local partners. A number of communty development approaches will be trialed and a rigorous monitoring and evaluation system will be developed for the loner term phase of the project. [A number	Continuation of livelihoods work building on partnerships and extending into area of essential services and peace building; possibility of link to Oxfam	Oxfam GB with YABIMU	Initial phase September 2006 - December 2008 with longer term plans	Jayapura, Keerom, Nabire, Paniai	GBP170,000

	of village-based agricultural livelihoods projects are underway	PNG program. 18-month pilot will be used to formulate long term strategy and programme plan for Papua.				
	Training in livelihood skills appropriate to a village setting (composting, gardening, and small scale agriculture) using local language instruction materials through community organizations.		Summer Institute of Linguistics (SIL)		Jayapura, Sentani, Boven Digul--Kouh, Waropko and Mandobo, Mappi--Obaa, Nabire-- Siriwo, Pegunungan Bintang--Langda Bomela, Sarmi--Mamberamo Tengah, Yahukimo--Sumtamon, Yapen Waropen--Yapen Timur and Angkaisera	
	Agricultural development program		NZAID with Yasanto	2008 - 2009	Merauke	NZ $20,000
		Support program for coastal communities - this program would be integrated into PNPM-RESPEK in several distriks, providing additional support for livelihoods focused activities tailored to meet the needs of coastal	AusAID/WorldBank			Part of a larger program to cover a small number of kecamatan in three provinces in Eastern Indonesia. Total amount will be approximately US$1.4 million

		communities				
		Possible extension of Smallholder Agriculture Development Initiative (SADI) Program	AusAID			
	Agribusiness Market and Support Activity (AMARTA) provides support for agricultural development programs in coffee, swine production, rice and fisheries.		USAID and PT Freeport	8/2007 - 8/2009	Mimika, Nabire, Jayawijaya	$2,191,000
Gender Equality - Objective: To improve women's bargaining position in decision making	Combating Gender Based Violence (GBV) in Papua - strengthen the capacity of local NGOs in Jayapura and surrounding districts to bring about improved basic human rights and gender equality and reduce GBV by providing training and technical support for awareness raising and advocacy activities on GBV; training in provision of psycho-social services for GBV survivors		US Department of State Bureau of Democracy, Human Rigfhts and Laobor	May 2007 - May 2009	Jayapura, Keerom	US$570,000

	Papua Indigenous Peoples Empowerment (PIPE) project [See Local Economy section above]		ILO	2006-2008	Papua (& IJB)	
	Papua Development Program; capacity development and financial support to CSO in gender mainstreaming / women empowerment		UNDP	2006-2011	Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
	Caritas for Women" - a gender rights and livelihoods focused programme		Caritas, Yasanto, NZAID	2006-2009	Merauke	NZ$45,000
	Papuan Women's Empowerment Project: a comprehensive program to support women's empowerment, especially through increasing their participation in PNPM-Respek. Activities will include support for strengthening Papuan women's organisations, training in leadership and advocacy, and working with local governments and PNPM-Respek implementation staff to promote gender equality.		World Bank/Oxfam/MRP/ local women's organisations	2009-2011	Papua and West Papua	US$1.8 million (Japan Social Development Fund)
Basic infrastructure: transportation, water, energy and telcommunications - Objective:	Various community labor based rural infrastructure development projects to build appropriate transportation infrastructure (landing strips and foot bridges) and healthcare infrastructure		Summer Institute of Linguistics (SIL)			

Better access of village people to basic infrastructure for improvement of life quality	(water collection cisterns, wells.)					
	Water and Environment Sanitation Program. To improve health and hygiene attitudes and increase access to clean water and sanitation in villages, schools, and city slums.		UNICEF	2007 - 2010	Kab. Jayapura, Jayawijaya, Puncak Jaya, Biak Numfor, Kota Jayapura	US$1,600,000
	Public Private Partnership for Water Supply: Water supply and sanitation for 800.000 people in ten cities in East Indonesia through cooperation with the existing PDAMs.		Netherlands Embassy with Waterutility Drenthe	2004 - 2020	Ten cities in eastern Indonesia including Sorong, Biak, Jayapura, Merauke	US$15.000.000
		possible support for TA through WB PAMSIMAS loan program	AusAID / World Bank			
		Rural Development Program; financial support in basic infrastructure development	UNDP / IFAD		Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of a possible USD 25 million program

		Resource Based Rural Infrastructure Possible program to promote the use of local resource-based approaches in Rural Infrastructure Development Programme in Papua, the ILO undertook a technical mission in December 2007 and followed up in January 2008 to carry out a comprehensive study on how resource based methods and tools in developing and maintaining rural infrastructure can most effectively be incorporated into the rural infrastructure development programme in Papua.	ILO			

RESPEK (Strategic Plan for Village Development) - Objective: To strategically improve the condition of majority of Papuans	Papua Development Program; capacity development and technical assistance in sector policy review, legal drafting, preparation of guidelines and manuals, medium-term and annual planning and budgeting, and in monitoring, evaluation and auditing		UNDP / Netherlands	2006-2011	at province level and kabupaten level in Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
	PNPM-Respek: The overall objective of the program is to empower communities in Papua and West Papua to identify their own development needs and plan and implement projects to address them. The main activity is to provide block grants to communities who are assisted by trained facilitators. Activities: 1.) training of community facilitators at the village, distrik, kabupaten and province levels, training of trainers for capacity building for village cadres, training of 120 distrik-based technical facilitators 2.) provision of block grants of approximately Rp.100,000,000 per village for community-driven development activities designed by local villagers in accordance with an open menu of RESPEK priorities. 3) Working with other development partners to support the provincial government in		World Bank and AusAID with national (PMD, Home Affairs) and provincial governments of Papua and West Papua	2007 onwards. The provincial government began the program in 2007, the central Gov is providing TA starting 2008. End date not determined	Throughout Papua and West Papua provinces (all kabupatens, distriks and villages) -- 1 kecamatans, 2553 kampungs and 79 kelurahans in Papua and 105 kecamatans, 1194 kampungs and 48 kelurahans in West Papua	TA from GOI (out of the World Bank loan), plus $ 45 million for Block Grants (from the Papuan provincial government's Special Autonomy Fund. AusAID contribution of AUD2,7 million is to support M&E related techincal assistance, capacity building for facilitators, and provision of safety equipments for facilitators.

	devising and implementing a monitoring and evaluation system for RESPEK.					
	Indigenous Peoples Capacity Mapping and Awareness Initiative to promote the capacity of indigenous people to engage in the development process, particularly the PNPM-Respek program.		YPMD / UNCEN / Network of local NGOs / CSOs in target areas / SOFEI	2006 to 2008	Papua and West Papua, 7 cultural regions (wilayah adat) of MRP at the kampung level	IDR 1,184,649,375
		Development of culturally appropriate curricula for basic financial management; Training in proposal and report writing, data management, computer skills, and program evaluation	SIL			

		techniques. (Papua Training Center)				
<u>Sustainable Natural Resource Management</u> - Objective: Improved livelihood opportunities for the poor through a new policy for sustainable natural resource management	Povert Alleviation and Food Security through Improving the Sweet Potato-Pig Systems in Papua - this project is examining the Papuan sweet potato – pig production system using an interdisciplinary and systematic method. Specific goals are to increase income through improved feed and pig management and to increase food availability and nutrition of sweet potato varieties. The project should also help develop improved and integrated sustainable transitional subsistence system to enhance pig productivity and efficiency of production with an emphasis on marketability		ACIAR (Australian Centre for International Agricultural Research)	2001-2008	Jayawijaya - several villages in the BaliemValley (kabupaten Jayawijaya)	Au$599,498
	Multi Stakeholder Forestry Programme, to improve the conditions for forest reform and improve the livelihoods of poor people who depend on the forest for their income.		DFID		National program with strong focus on Papua	£25,150,000

	Providing technical assistance to rapidly build the capacity of the Indonesian government to deal with REDD (reducing emissions from deforestation and forest degradation) and the emergent forestry carbon market,to enable it design national policies and institutional arrangements to implement REDD activities. This project will provide support to assist development of policy and institutional arrangements at the provincial and district level to facilitate the implementation of REDD and the capture and equitable distribution of financial benefits from an international carbon market.		ACIAR (Australian Centre for International Agricultural Research) with Australian National University, Forest Research and Development Agency of Indonesia,Center for International Forestry Research, University of New England, Forestry Service of Papua Province, Indonesia	04/2008 - 03/2012	Papua (and Riau) provinces	AU$1,450,175
	11 Step Program to Combat Illegal Logging		World Bank / WWF / DepHut		National level initiative	
	Forest Monitoring and Assessment System (FOMAS) with DepHut		World Bank / DepHut		National level initiative	
	Anti-Money Laundering		World Bank / Polhukam		National level initiative	
	Sustainable Forestry - develop options for community non timber products, support		WWF	2004 - ongoing	Transfly region	$600,000

	enhanced community forest management and water resource planning/management					
	Mamberamo Tanah Papua Biodiversity Conservation Corridor Programme - assessment of forest management and establishment of community resource centre focus on NRM and environmental conservation and livelihood.		Conservation International Indonesia (CII) in partnershi p with BPMD and UNDP	2008-2011	Mamberamo Raya -	US$436,881
	Strategic Assessment for Spatial Planning in Papua: The overarching objective of the assignment is to assist the province in developing the spatial plan by assessing the economic, social and environmental consequences of different development scenarios. In addition, the Assessment will help build the capacity of the Papua provincial government to integrate environmental and social concerns in development planning. It should also assist the provincial government to comply with EIA procedures and facilitate inter-institutional coordination.		World Bank/ Sekala/Bappeda Papua	2007-2008	Papua province	US$125,000

		Support for Integrated Spatial Development Plan (ISDP): USAID proposes to provide technical assistance, and if necessary a grant or contract to another organization, to follow up the current Strategic Environmental Assessment (SEA) being implemented with World Bank funding. This follow-up work sponsored by USAID will build on the progress of the SEA, and carry out steps that are necessary to complete a draft of the next official ISDP. The ISDP will be used for the permitting procedures related to land use allocation in Papua, including for	USAID with Bappenas, Menkokesra, Bappeda and other Papuan provincial government agencies	2008 -	Papua province	TBD

		biofuel and palm oil production.				
		Technical Assistance for Biofuels and Palm Oil: USAID proposes to provide short- or medium-term technical assistance (TA) to Papua Province that will directly result in the creation of regional regulations that will determine the process and criteria for approval of investment and land use dedicated to biofuel and	USAID with Bappenas, Menkokesra, Bappeda and other Papuan provincial government agencies	2008 -		TBD

		palm oil production. The criteria will be based on the following principles: a) People-driven development, b) Sustainable economic growth, and c) Allocation of land use that conserves biological diversity. USAID continues to consult with the provincial government to implement the TA program.				
Conducive Environment for Investment - Objective: to create an attractive environment for outside investment in support of local economy		Development of culturally appropriate local language curricula for environmental stewardship awareness.	Summer Institute of Linguistics (SIL)			

	Employment policy review: To contribute to poverty reduction and the creation of income earning opportunities, especially for young women and men in Indonesia, through complementary national policies and local initiatives that lead to more employment-intensive economic growth, the ILO has prepared a labour market analysis report for Papua in October 2007.		ILO / UNDP		Papua and West Papua	
Integrated Infrastructure Development - Objective: To connect all population and development points in Papua as stipulated by the Special Autonomy Law	2nd phase program to assist Government and civil society to design and implement crisis sensitive policies, mechanisms and programmes to reduce vulnerability of communities in target areas.		UNDP / DFID		National level program with some activities in Papua	£2,000,000
	Capacity Improvement of Higher Education Institutions to Support Local Governments in Infrastructure Development in Papua & West Papua Provinces: Provision of technical assistance in planning and monitoring of infrastructure sector to University of Cendrawasih, Papua Province and University of Papua,		AusAID	Feb - Aug 2008	Papua and West Papua provinces	AU$134,800

	West Papua Province by University of Gajah Mada through workshops and peer to peer transfer of knowledge.					
	Infrastructure for Papua and West Papua: Priorities of Growth and Development. Following the main mission conducted in November 2008, the World Bank is producing a comprehensive analytical report on Papua and West Papua's infrastructure expenditure priorities. The proposed development objectives are: (i.) to improve institutional capacity to learn from past mistakes in infrastructure expenditure by providing a framework for economic and expenditure analysis; (ii) improving the efficiency of central, provincial and kabupaten government spending in Papua and West Papua by providing concrete recommendations and action plans that fill the gap left by the government's longer term plans; and (iii) increasing public accountability for infrastructure expenditures through improved transparency of public		World Bank	2008-2009	Papua and West Papua	USD 400,000

	infrastructure spending.					
Vocational Training / Human Resources Development - Objective:	Papua Indigenous Peoples Empowerment (PIPE) project [see above]	The ILO is preparing a concept note to support entrepreneurship development under the PNPM/RESPEK programme by replicating the programme implementation in existing four districts under the PIPE project using the basic principle of community driven participatory development.	ILO (funded by the United Nations Trust Fund for Human Security and the Government of Japan)	2006-2008 PILOT but longer term plans	Papua (& West Papua) Pilot sites for the project include Muara Tami and Kemtuk Gresi distriks in Kota and Kabupaten Jayapura and Tanah Rubuh and Kebar distriks in Kabupaten Manokwari.	
	Under the UN Joint Programming in Papua Highland (in Papua Development Programme): the collaborative effort on poverty reduction through enterpreneurship skill		ILO	Jan-Jun 2009	District of Jayawijaya, Lani Jaya dan Yahukimo	USD 352,436

	development to increased income and employment opportunities, primarily for indigenous people.					
Governance Reform:		Integrated transport development plan for Papua and West Papua: At the request of BAPPENAS, the World Bank intends to sponsor the development of an integrated transport development plan that takes into account all modes of transport - including roads, riverine, air, sea and land - in linking all economic, population, tourism and cultural centres in Papua and West Papua.	World Bank	2009-2010	Papua and West Papua	TBD

Budget Reform - Objective: to create a pyramidal budget with the largest share being disbursed to support people at the village level	Vocational Training Projects - Papua Training Center. Helps facilitates community development and empowerment based on local languages through surveys, literacy, community development, health, computers, appropriate media, and local language translation.		Summer Institute of Linguistics (SIL)	ongoing	Jayapura, Sarmi, Pegunungan Bintang, Yahukimo, Jayawijaya, Boven Digoel, Mappi, Nabire	IDR 2 billion plus BPMD support for office equipment (computer, printer, digital camera)
	People-centered Development Programme - Strengthening Government and CSOs Capacities in Achieving Millenium Development Goals. To develop government and civil soceity capacities to achieve the MDGs has been formulated based on a participatory assessment of needs.		UNDP	2006 - 2011	Yapen waropen, Mimika, Bogen Digoel, Jayawijaya, Yahukimo, Sarmi	UNDP/TRAC: US$2,500,000 Government of Netherland: US$ 8,000,000 NZAID: US$ 1,350,000 Parallel fund: 4,000,000
	Partnership to Support Governance Reform, to support indonesia-led pro-poor governance reform processes		DFID	ongoing	national level initiative	£4,700,000
	Public Expenditure and Capacity Enhancement (PEACH) Phase II. The activity focuses on (1) Strengthening the PFM regulatory framework and management systems at provincial and district levels; (2) Improving the capacity of provincial and district government staff to properly manage public funds within the		AusAID/SOfEI/World Bank with Bappeda	2006 - June 2009	Papua	AUS$ 1,3 million

	new regulatory framework; (3) Improving public understanding of public finance planning and management and the incentive for people to participate in development planning processes.					
	Special Papua Program: provision of a senior advisory team to the Governor of Papua, including one advisor on public finance management		SoFEI - multi-donor funded	2007-2009	Papua province	part of US$1.,255,000 program
Bureaucracy Reform - Objective: Adequate numbers of professional staff for quality public service delivery at district and village level	Papua Development Program; capacity development and technical assistance in policy review, legal drafting, medium-term and annual planning and budgeting, and in monitoring, evaluation and auditing		UNDP / Netherlands	2006-2011	at province level and kabupaten level in Sarmi, Yapen Waropen, Jayawijaya, Boven Digoel, Yahukimo, Mimika	part of US$ 24 milion PDP budget (incl. US$ 8 mill Netherlands)
	Child Protection Programme. Consists of two projects: 1) Birth Certificate. To support development and implementation of new regulation of civil registry (birth certificate) that are not discriminative,easy to get and reach. 2) Child Protection from Violence,Abuse.		UNICEF	Jan.2007 - Dec. 2008	Jayapura, Mimika	

	Delivery Improvement and Local Governance Program (DIALOG) The purpose of DIALOG is to support sub-national governance by piloting a system of providing incentives to local governments based on improvement in performance in public financial management and service delivery. The project will focus on supporting reforms in public financial management (budget transparency and the budget preparation process) and public service delivery (providing support to improve medium term planning and resource allocation in the health and education sectors to improve both access and quality). DIALOG will also support the development of a local government monitoring and evaluation system.	DIALOG is focusing bureaucracy reform through Public Financial Management and Public Service Delivery Reform	AusAID-World Bank	2008 - 2012	Papua province, Kota Jayapura, Kabupaten Jayapura, Kabupaten Biak	AU$3,217,766
		Possible support to strengthen the role of provincial government in decentralization process	UNDP			

<u>Independent Procurement System</u> -Objective: to create a fair, transparent, and conducive system that benefits indigenous Papuan vendors		Possible inclusion of Papua in Local Governance Refom Project	DFID			
<u>Natural Disaster Management</u> - Objective: To improve community awareness of natural disaster risks, and create a rapid response system	Special Papua Program: provision of a senior advisory team to the Governor of Papua, including one advisor on public finance management, who will work with provincial government agencies to develop a new procurement system, building on the 2007 analytical work of a UNDP-supported consultant		SoFEI - multi-donor funded	2007-2009	Papua province	part of a US$1.,255,000 program
	MIMIKA SEHAT. Strengthing the capacity of local communities to improve MCH by preventing and treating diseases and health problems among women of child-bearing age and children under five. Active in 8 villages in 4 subdistricts.		PCI & LPMAK/Freeport	2008-2011	Mimika District	US $632,000 (first year)
	NABIRE HEALTH & DISASTER MANAGEMENT: Strengthen the capacity of local health providers and communities to improve MCH, prevent malaria and HIV, and improve water supply and		PCI / AusAID	2006-2009	Nabire Kabupaten - active in 7 Kecamatan	Part of broader project - total value AU $ 3.74 million

	sanitation.					
	DISASTER RISK REDUCTION PROGRAMME : Initial Integrated Disaster Risk Reduction - Public Health and Vulnerable Livelihood Assessment. To map disaster risk areas, provide training on recognition of signs of natural disaster risk and working with local government to plan disaster porevention measures including in public health and food security.		Oxfam GB	2007-2008	Nabire, Jayawijaya	Rp. 550,000,000
		Programme of Support to BAPPENAS through UNDP on Mainstreaming Disaster Risk Reduction in National and Local Planning.	UNDP / DFID		National level program	
Donor harmonisation - "working under one roof" - Development of a Multi-donor facility to provide quality technical assistance		Technical capacity would support a strong focus on disaster risk reduction which is vital in an area with a generalised epidemic. UNAIDS to provide regular TA and resources adapated to local culture and languages.	UNAIDS			

	UN Joint Programme for Papua Highlands (in governance, poverty reduction, health, education and environment) in Jayawijaya Regency, Papua Province. By 2010, this programme is accepted to improve life changes and livelihood opportunities for all through enhanced government commitment to the MDGs, institutional support for achieving the MDGs and empowered community engagement in the achievement of the MDGs		Government of Papua Province, government of Kabupaten Wamena; UNDP, UNICEF, WHO, UNFPA, ILO and UN	September 2008 – August 2010 (extendable subject to evaluation and review)	Four sub-districts Wamena kota, Bolakme, Asoloigama and Tiom	Total estimated budget: USD 1,494,500. UN Agencies USD 1,188,500; Government: in kind. (Unfunded budget: USD 306,000)
	Special Papua Program: Provision of a senior advisory team to the Governor of Papua (also available for West Papua as needed) and a Papua Development Coordinator based in Jakarta. The Senior Advisors provide technical expertise and strategic policy advice to the provincial governments on community-driven development, public financial management and infrastructure development, helping to translate the vision of the governor into concrete plans and programs. The Jakarta-based coordinator assists the provincial and national governments to ensure maximum alignment and		SOFEI/DSF - multi-donor funded (mostly AusAID)	2007 - 2009	Papua and West Papua provinces	US$1,225,000

	harmonization of international development assistance to Papua and West Papua, including by providing secretariat support to the Papua core group of development partners; supporting the provincial government of Papua with annual international development conferences; and providing regular reporting on on policy and program developments in Papua for Jakarta-based development agencies.					
Other	Papua Development Programme; capacity development, technical and financial support to donor coordination and harmonisation	joint programming and integration of UN agencies support to millennium development goals in Papua (all UN agencies)	UNDP	2006-2011	national level (Papua Desk) and provincial level (Papua and West Papua) through advisory boards and provincial Bappeda	part of US$ 24 milion PDP budget (incl. US$ 8 mil Netherlands and US$2.05 mil from NZAID)
-	Indonesia Regional Election Program. Support JPPR to effectively monitor and provides voter education in local elections across Indonesia.		The Asia Foundation	May 2005 - June 2009	National level & provincial level (Papua&west Papua)	
-	Support the formulation of RAPERDASUS Adat Court and Strengthen adat institutions in 5 model districts in Papua and West Papua. PERDASUS of adat		Pemda/The Partnership	Dec.2007 - Dec.2008	Biak, Jayapura, Wamena, Merauke	IDR 1,767,832,000 funded by SIDA

	Court should be formulated in accordance to Papua Government's priorities in establishing Adat Court institution.					
	Strengthening Indigenous Papuans' Access to Resources through Participatory Mapping Processes. Contribute to poverty reduction by strengthening civil society's role in sustainable local development and support indigenous communities.		CARDI	2007-2008	Sarmi-- Sarmi, Pantai Barat	EUR 361,184 (source: Irish AID)
		Possible support to for access to justice - strengthening legal and judiciary insitution	UNDP			
	Conflict Prevention and Peace Building Fund - support for, interalia, peace mediation study and training		several local NGO / university partners / NZAID	2003 - 2008	Papua one component of national programmes	
	Survey of Papuan languages and village conditions	improvement in baseline data including development indicators	SIL	ongoing		
	Comprehensive community policing project with the overall objective of enhancing adherance to human rights standards by the		NZ Police	2009 -	Papua and West Papua provinces	NZ$535,000.

	Indonesian National Police.					
	Cultural (Languages) Projects in Papua and West Papua province. To identify and document local languages and its boundaries, preserve, local languages and cultures, increase use of local languages in eacg area.		SIL	ongoing	Jayapura, Paniai, Yapen Waropen, Sarmi, Pegunungan Bintang, Mappi, Boven Digoel, Jayawijaya, Puncak Jaya, Yahukimo	

Annex 5. List of Meetings in Papua and West Papua Provinces

No	Date of meeting, Name of participant(s) and Venue	Summary of the Results, Outcomes and Main Strategic Issues
1	• 24 January 2009 • Rum, Yosefina, Agus, **Ms. Frigia A. F. Marien** – Regional Coordinator LGSP, Papua • LGSP Office Sorong	According to Ms. Frigia A. F. Marien - Regional Coordinator LGSP Papua, a development program does not necessarily to be varied or many, according to her one program is enough so long as it lasts for 5 years. This because if a program only implemented for one year, then the beneficiaries or the society did not understand well the objective of the program and did not get significant benefit. In addition to that the beneficiaries confused with program that comes targeted their region after the other one completed. If it were only lasted 2 years, beneficiaries will not get any significant benefits. It is not easy to implement program or project in Papua. But LGSP found their enthusiasm is very high amongst local people. Model of the activities in development program should be facilitated intensively. Beneficiaries really need continue facilitation. *Kearifan lokal* or local wisdom should be crossbreeding with new innovation or new technology being introduced to the community. With that it will result in high impact. Local staffs who involve in implementing project in Papua should have hands-on experience working in Papua. In addition to that they should be adaptive with local condition. Donors should be aware that to implement program or project in Papua is relatively expensive. Quite often donors consider it is not economically to execute program or project in Papua. This view is not right. It has to be flexible to implement project in Papua. LGSP program seems very fruitful to local government at the *Kabupaten* and *Kecamatan* level. The Bupati of Kaimana confirmed about this.
2	• 28 Nov 2008 • Jim, Rum, Erni, Yosefina, Agus, **Alex Rumaseb** (Ketua Bappeda), Agus	Actually there is no longer demand for independent. Demos in the city did not reflect a "true" aspiration that represented the society. Large amount of money (OTSUS Fund) in Papua can become "disaster". Demand to split administration of the local government

	Rumansara (Advisor on Pro-Poor Growth and Service Delivery Papua Province under World Bank SOfEI Project) • Meeting Room Swiss Bell Hotel, Jayapura	(*Pemekaran Daerah*) will only waste the money for the new government civil servant (local new authorities and new parliament) and their infrastructure in which actually this fund should go for development to achieve prosperity of the society. This can be taken place for 5 year just for preparing the new apparatus and parliament (DPR) and their infrastructure. Good local government civil servant (teachers, midwifes etc) in the new establish Kecamatan were selected by Bupati to fulfill new position in the Kecamatan which could resulted in lack of teacher and paramedic who work in the remote areas. Teachers taken from the classroom to become civil servants leading to shortages. Large amount of money flows in the society can create more disease because of the changes in consumption and human life pattern. Provincial government afraid of loosing one generation from AIDS. Some elementary and junior school student has been infected by HIV/AIDS. RESPEK program creates head of kampong corruption and get married again and also to run for vote in the local parliament at the Kabupaten level. – Also a gender issue/money is going to the men. Political problems should be solved politically the same is true for economic problem which should be answered economically. Political problem is not fit if it were solved economically. BAPPEDA at the Kabupaten level is lack of focus on the development to achieve prosperity of the society. They stress more on local government civil servant and its infrastructure Christians take pilgrimage to Jerusalem because Moslems go for hajj to Mecca. Large budget which should be used for development did not arrive at the society. As a result of fund directly influx to the Kabupaten several budget system (UU) are overlapping, provincial government has not had access yet to govern local regulation at the Kabupaten level. Central government tends to deal directly to Kabupaten level. Kabupaten Mimika and Kabupaten Merauke received very-very large amount of revenues resulted from regional autonomy, meanwhile other Kabupaten received much less. Thus there is a large discrepancy on local revenue amongst the Kabupaten within the Province. The same is true also between West Papua and Papua Province. Bupati establishes new kampong without in consultation with the Governor. Bupati makes

		their own regulation regarding the establishment of the Kampong. As a result several new kampongs only have small number of total population (i.e. 100 households). The spirit of *Pemekaran* (Splitting Administration of local government) becomes the burdens of the Province. Kabupaten may issue PERDA (local regulation) which not in line with Provincial policy. Kabupaten Supiori which only has 13,000 people has a huge amount of APBD as large as province of Gorontalo. Bupati are not afraid with Governor, sometime they behave against the Governor. The cost for establishment of the infrastructure is very large, but Bupati wants all of the budget manage by Bupati, however technically they cannot do the work. Check and balance in the region does not work. Partners (international donor/agencies) should focus working on the regional development to achieve prosperity of the society because Kabupaten lack focus on it. So a Province level of support would allow this level of government to deliver services to the rakyat. In the new kabupaten there is a focus on the institutions of government not on the services. BP3D/Bappeda Province of Papua would like to provide direction to partners (international donor/agencies) in the region to aims the goals of the regional development. Need to support provincial planning priorities.
3	• 17 January 2009 • Rum, Yosefina, Agus, **Drs. Abdullatief Suaeri, MSi**. Head of Bappeda Kabupaten Kaimana • Bappeda Office, Kaimana	In the Kabupaten of Kaimana, environment issue is a major concern of the stakeholders. According to the Head of Bappeda Kabupaten Kaimana, when this Kabupaten was established in 2003, he thought the condition of the environment was manageable and under control. In fact, the quality of the environment has been decline tremendously. The status of the forest has been intervened by many "mafia", while Provincial Regulation of forest management is obviously enacted. Sixty to seventy percent of total areas of Kabupaten Kaimana consist of primary forest. Illegal logging has been taken place. The local government has taken a measure by straightening up of the *Hak Pengusaha Hutan*/HPH or forest concession for example by asking those who hold HPH to conduct AMDAL. However, it did not work well. In Kabupaten Kaimana there are only two HPHs that are still operating at present. The local government will not release anymore forest concession. At least the local government tries to make an extra effort to slowdown the rate the environment destruction. It is important to encourage the society in order aware of environment, especially to urban people. According to Head of Bappeda Kabupaten

		Kaimana it is easier to manage indigenous people rather than the migrant. Moreover, he mentioned that it is difficult to face those who conduct illegal logging. This because some of the *oknum*/persons of the military and police "back up" illegal logging activities. Local *Adat* Society is no longer providing permit to investor to exploit timbers. In the last two years illegal logging has been declining. The local government found difficulty to supervise and control the operation of the existing HPHs because they hold HPH permits given by central government and HPHs are operating with full of apparatus including those who provide "back up". According to the Head of Bappeda Kabupaten Kaimana, the condition of the HPH roads in the areas of operation has many curves. It seems they build roads based upon wherever they want to search for timbers. This will make the condition of the environment in the forest getting worse which in turn create natural disaster i.e. floods, land slides and the increase of sedimentation in the rivers and coastal areas which makes waters in the coastal areas shallow. Actually those HPH's owners supposed to build first the roads before searching for the timber. However, it is vice versa, they open the forest first where they can find the most beneficial timbers.
4	• 13 January 2009 • Rum, Yosefina, Agus, **Mr. Sem Howay and Mrs. Anace Kambu** – Indigenous People – Tribe Ayamaru, • Kampong Kelauyuk, Distrik / Kecamatan Sorong Timur, Kabupaten Sorong	Mr. Sem Howay (graduated from Primary School) and Mrs. Anace Kambu (graduated from Women Skill Vocational School) has 6 children live in unhealthy small wooden house, poor sanitary and hygienic residence environment and no electricity. This landless family cultivates 1 hectare of land which is owned by the migrant from Java. The owner of the land transmigrated to Papua from Java long time ago. They grow vegetables, horticulture and tree crops (i.e. jack fruit, matoa). This poor family is lack of agricultural technology (high yielding variety/seed, fertilizer, irrigation, land preparation etc.). During the last twenty five years, they just met once with PPL (*Penyuluh Pertanian Lapangan* /Agriculture Extension Worker) who provided agricultural equipments and tools but never received any extension education or training on farming. This family complains about flood that regularly occurred in their farm and destroyed plants. The flood is caused by the condition of the environment which is getting worse from time to time (run off, erosion and the establishment of the settlement surrounding

		their farm). Neither apparatus at kampong or *kecamatan* level asked this family to participate in the decision making to plan and implement village development program. However this family knows that there is development program in his village i.e. village road infrastructure and village health center (Posyandu). Location of Primary School and Secondary School are far away from his residence where their children have to walk 7 km to go to Primary School (SD) and 13 km to Secondary School (SMP) every day though the location of his farm is semi urban, not a typical remote area. Because of they live in semi urban area this family sometime goes to supermarket nearby his house to buy their daily needs. Though they are poor, but their vision about investment in education is really incredible. They encourage their children to study and work hard at school in order to achieve better future. The oldest child graduated from UNCEN, majoring in social science, the second child is still studying at UNCEN, majoring in electrical engineering though this family fall under category of poor family who received BLT – *Bantuan Tunai Langsung* / Direct Cash Aid) from the government.
5	• 15 January 2009 • Rum, Yosefina, Agus, **Elisabeth Langsa Pasapan** - Kaimana Corridor Managet Conservation International Indonesia • CI International Office, Kaimana	The destruction that occurred in the hinter land will create worse impact in the coastal and in the sea. Abrasion in the coastal areas and shallow of the rivers are occurred which in turn diminish the existing biota. According to Conservation International (CI) Kaimana, the color of the water in the river looks brown which indicates high erosion in the upstream resulted from HPH activities and illegal logging. When it rains heavily, dirt and waste consist of leaves and small branches of trees from the operation of HPH and illegal logging flows to the river. It appears there is no close coordination between central government and local government regarding the issuance of forest concession permit. Local government wants to limit the forest exploitation, but central government keep issuing forest concession permit to the investors. Conservation International in Kaimana heard that there will be another issuance of forest concession which can endanger the environmental condition of the areas of *Kawasan Konservasi Laut Daerah*/KKLD or Regional Sea Conservation Areas (projected to be 600,000 hectare), 4 miles from the coastal line to the sea. KKLD has been launched by the Minister of Fishery and Oceans last year through the issuance of PERDA of the Bupati. In this KKLD, there are many fishes and coral reef that have not been identified and given the name yet.

		Major environmental issues related to KKLD are amongst others: • Fishermen from abroad and from NTT, Buton and Bali who do not have fishing permit steal fishes. • Competition between traditional fishermen and fishermen from abroad, NTT, Buton and Bali. • Household wastes are discarded to the sea. • Fishermen from Bali steal *penyu sisik/penyu belimbing* (species of turtle) • Sand quarrying by local people sponsored by businessmen. • Areas of mangrove in the coastal areas are getting smaller which is risky to restrain tsunami. • Patrol in the coast areas and in the sea is conducted separately (ego-centrist) amongst the local people, *Dinas* Fisheries, Police, and Indonesian Navy. It is more efficient and effective it is executed together under standard operation procedure. • Tourism development is very prospective however Dinas Tourism is still together with *Dinas* Education and Teaching which results in small budget for Tourism sub-sector. Response of the society to the environment education is very positive however it has to be continued. To improve and maintain environment condition of KKLD, Conservation International suggested as followed: • Conduct environment education that focuses on children. • Provide practical modules to the participants of the training. • Training should be given not only to men but to women also. • Film is one of the most effective media for training • There should be alternative options, not just to prohibit people from doing something that endanger the environment. • It is imperative to find new ways to earn household incomes. • Tools and equipment can be distributed to the fishermen or beneficiaries however facilitation should be continued.

		• Provide technical assistance to the fishermen so that they can process fishes and not to discard them when fishes are not sold out. • Support local people to do *sasi* a local wisdom that is a moratorium to exploit certain kind of flora or fauna so that it will exist forever, i.e. *sasi* for coconut tree, specific fishes (i.e. cucumber fish)
6	• 16 January 2009 • Rum, Yosefina, **Joko Pulunggono** (Staff Balai Konsevrasi Sumberdaya Alam/BKSD, Kabupaten Kaimana), **Ibnu Salam Refideso** (Polisi Kehutanan / Forest Ranger, Balai Konsevrasi Sumberdaya Alam/BKSD, Kabupaten Kaimana.) • Balai Konsevrasi Sumberdaya Alam/BKSD Office, Kaimana	According to *Balai Konservasi Sumber Daya Alam*/BKSDA *or*/ Bureau of Natural Resources Conservation Kaimana, as a result of local people searching and cutting *gaharu* timber, natural disaster i.e. floods occurred during rainy season. From *gaharu* timber, people can find the aromatic of *gaharu* timber, a valuable export commodity to middle-east countries. However, not every single *gaharu* timber contains the aromatic *gaharu*. Therefore, this activity really leaves the waste of the *gaharu* timber which can create natural disasters and endanger species of flora and fauna in the forest. *Gaharu* collectors came to the kampong in the remote areas. After both parties agreed with negotiated price, local people are asked to search *gaharu* in the forest. BKSDA has identified several constraints regarding natural resource conservation, amongst others: • PERDA (local government regulation) regarding issuance of the permit i.e. to catch *Lola* (a certain kind of crab) sometime not inline with central government regulation. The national law prohibits people to catch this animal; however the *Dinas* of Fisheries in Kabupaten Kaimana issued the regulation regarding catchments of the animal. • Lack of knowledge in the local society regarding natural resource conservation. Several local people still conduct trading of protected flora and fauna. • Conservation of Gaharu is limited. • Lack of staffs of BKSD Kaimana (only 8 people works in Kabupaten Kaimana)
7	• 16 January 2009. • Rum, Yosefina, Agus, **Louis Ubery**, Amd Pert. and **Yanne Bless** (Staff of Program,	There is a private company who holds forest concession interested to the establishment of palm oil estate in the Kecamatan Buruway. The investors already conducted socialization to the local society. However, local government is very prudent with these requests and

	Dinas Kehutanan and Perkebunan, Kabupaten Kaimana). • Dinas Kehutanan and Perkebunan Office, Kaimana.	not merely attracted with the value of the investment. But they much concern with the environmental impact which can threaten the micro climate. The Bupati of Kabupaten Kaimana created a program which so called "Planting a million of nutmeg". However, this program has been rejected by local society they just want to grow nutmeg only in the open land not in the forest. This because there are many valuable historical articles in which local society does not want anyone to touch it. Thus, growing nutmeg in the forest areas will ruin historical articles. The quality of the water of the river is getting worse. According to *Dinas Kehutanan and Perkebunan* Kabupaten Kaimana many people live nearby the river and discard the household waste in the river. In addition to that livestock such as cows are grassing surrounding river. This animal drinks water also in the river. They contaminated water of the river, meanwhile household utilize river as sources of water. Local people do not put livestock in the stock pen. Furthermore *Dinas Kehutanan and Perkebunan* mentioned the flows of the water in the rivers were big though in the dry season in the past, but declined at present. This shows that the condition of the forest in upstream has been ruined.
8	• 20 January 2009 • Rum, Yosefina, Agus, **Ir. Herman Tom Dedaida, M.Si.** (Vice Bupati Sorong Selatan) • Resident of Vice Bupati, Teminabuan	The largest sago plantation in Papua is located in the Kabupaten Sorong Selatan. The Bupati of Kabupaten Sorong Selatan signed a controversial PERDA (Local Government Regulation) to replant 40,000 hectare of the existing sago plantation in the coastal areas to be implemented by PT ANG. The objective of this program is amongst other things to raise the productivity of sago and increase household income of the local society. However, *Lembaga Masyarakat Adat*/LMA or *Adat* Society Institute and the Vice Bupati did not agree with this program. At the meantime, the AMDAL has not been taken place. According to the Vice Bupati who has a sound agriculture background and an expert of sago and climate change, this program will severely affect the coastal environment, amongst others <u>it will change the micro climate, destroy ecosystem of coastal biota and potential to create natural disasters</u>. This controversial program becomes the main environmental issues in the Kabupaten Sorong Selatan. Therefore this program has not implemented yet.

9	• 20 January 2009 • Rum, Agus, **Ir. Hendrik Runaweri, MM** (Head of Dinas Kehutanan and Perkebunan Kabupaten Sorong Selatan), **Onesias Menanti** (Kepala Sub Bagian Kepegawaaian, Dinas Kehutanan Kabupaten Sorong Selatan, Teminabuan) • Dinas Kehutanan and Perkebunan Office, Kabupaten Sorong Selatan, Teminabuan	*Dinas Kehutanan and Perkebunan* Kabupaten Sorong Selatan has determined 100,000 hectare of the conversion production forest areas to be allotted for palm oil estates. Twenty investors requested to the local government to invest in the establishment of palm oil in Kabupaten Sorong Selatan. However, only two investors with total investment of Rp 5 billion that already received *izin lokasi*/location permits to open palm oil estate in the District Wayer and District Muswaren. First investor propose to invest 23,000 hectare and the other 27,000 hectare, however both of them have not received permits from the central government and local government. The AMDAL (Environmental Impact Analysis) has been conducted by UNIPA (University of Papua, Manokwari). However, the recommendation from the AMDAL may less than 40,000 hectare that environmentally can be converted for palm oil states. According to *Dinas Kehutanan and Perkebunan,* the local society already agreed to release 40,000 hectare for the establishment of palm oil estates. There is no rejection from the local society though it was actually difficult to get approval from the head of the clan in the local society. Under the government regulation, 20 % of the palm oil estate should be allotted for palm oil smallholders as *plasma,* to increase the welfare of the local society surrounding the palm oil estate. However, the empirical evidence shows that palm oil estate in Arso, in the Province of Papua failed to improve the welfare of the local society and smallholders (*plasma).* According to *Dinas Kehutanan and Perkebunan,* the establishment of palm oil estate is expected to create job and absorb labor force of the local people. For each 15,000 hectare of palm oil estate, the investor will construct a palm oil factory. However, the empirical evidence shows that one of the existing palm oil estate in West Papua Province send its fresh palm oil fruit (*buah tanda segar*/BTS) to Surabaya for processing cooking oil. The local government of West Papua Province and the society unhappy with this kinds practices at present. Investor did not commit with what they promise to establish the factory. As a result added value will go to other region (province). There has been a concern in Kabupaten Sorong Selatan that the palm oil investor may do the same thing in Kabupaten Sorong Selatan.
10	• 20 January 2009	• Un-environmentally fishing in Raja Ampat Islands waters caused fish migrated to

	• Rum, Agus, **Stevanus Kocu, S.St.Pi** (Head Dinas Fishery and Ocean, Kabupaten Sorong Selatan.) • Hotel Giok, Teminabuan.	Sorong Selatan waters. • Competition between traditional fishermen (*pribumi*) and big fishermen (*non-pribumi,* mostly fishermen from Bugis, Buton and Makassar) on areas of fishing caused conflict. • Due to tight competition, in the next 5 years traditional fishermen will disappear because it is no longer economical, fishing will only meet their subsistence, will not be able to sell it in the market without intensification of tool and equipment for catching fish. • RESPEK Program spoiled fishermen and caused them lazy. • Most of traditional fishermen are also farmers, thereby it discontinue fish production. • Traditional fishermen are not discipline to pay the installment of the credit provided by the Bank. • There is no PERDA (local government regulation) on fishing strips.
11	• 20 January 2009 • Rum, **Sryaf D. Maniburi, SP** and **Niko Kareth**, SP (Staf Dinas Pertanian, Kabupaten Sorong Selatan, Teminabuan) • Dinas Pertanian Office, Kabupaten Sorong Selatan, Teminabuan..	• Lack of staff at *Dinas Pertanian Tanaman Pangan* / Food Crops Office. Total areas Kabupaten Sorong Selatan is too large for *Dinas Pertanian Tanaman Pangan.* • Road to coastal areas has not been connected yet. • An-organic fertilizer (Urea and TSP) are not available in the local market. • Local farmers (Papuan) are very traditional in farming. • High cost transportation to market vegetables. • Agricultural equipment and tools are limited in the local market. • High post harvest depreciation. • Thin soil *solum* (reduction layer) that disturb roots to grow. • *Dinas Pertanian Tanaman Pangan* Kabupaten Sorong Selatan only has 3 Agricultural Extension Workers *(Penyuluh Pertanian Lapangan*/PPL*)*
12	• 20 January 2009 • Rum, Yosefina, Agus **Drs. Salamuk** (Head of Bappeda Kabupaten Sorong Selatan) • Bappeda Office, Kabupaten Sorong	• Program priority of the regional development is as followed: (a) Education (b) Health (c) Strengthening people's economy and (d) Infrastructure • In 2008, Bappeda paid much attention to the human resource development. • 500 teachers will be retired in 2005,

	Selatan, Teminabuan	• Paramedics are limited, the establishment of public hospital Kabupaten Sorong Selatan is75% completed physically. • Teachers and paramedics are the most demanded labor force at present. • Gold mining is located in the protected forest which is not environmentally sound. • One sago private company in Kabupaten Sorong Selatan is suspected to steal timber (illegal logging) and conduct mapping local natural resources. • Compensation of "*hak ulayat*" amongst other things: (1) scholarship to their children (b) job opportunity and (c) development package to the community.
13	• 15 January 2009 • Rum, Yosefina, Agus, **Ahmad Watora** – Indigenous People – Tribe Irarotu & Head of Sub-Kampong (*Dusun*), Fisherman & Farmers, Kampong Trikora, Kecamatan Kaimana. • House of Ahmad Watora	Ahmad Watora is a farmer and also fisherman. He grows peanut, spinach, tomatoes and eggplant. He owns 2 hectare of farm but only 1 hectare is being operated. Ahmad Watora learned how to do farming by him-self. The farm is located 2 km from home, non-irrigated (draw water from the well) and does not have a hut in the farm. He prepares his own seed and never uses inorganic fertilizer. Part of the production is marketed to local market. According to him, there is no PPL (*Petugas Penyuluh Pertanian*/Agriculture Extension Worker). In addition to that, there is no kiosk who sells seeds, fertilizer, pesticides and agricultural equipment in the surrounding areas. Therefore he has to go to Kaimana in order to purchase some material/equipments. As a fisherman, he owns a fishing boat where his wife sometime uses the boat also for fishing. It is very command in this village women go for fishing by her-self. Fishing is just a secondary job while the main source of income is resulted from growing vegetables. According to him, condition of the welfare of fishermen during the last five years is remained the same. There is no credit for purchasing the engine of fishing boat (Johnson machine) in the village. Recently local government provided 3 Johnson machine of fishing boat to 3 groups of fishermen, each composed of 8 peoples. Recent government development project taken place in his kampong was the establishment of *talut* – a dam in the beach to protect the big wave that comes from the sea. This project implemented by private contractors who brought their expert from other place and uses local construction workers mostly Papuan.

		One of main issues in his area is that the local government has a land certificate of the Kaimana Airport. However, local people claimed that they never released or sold their land to the local authority that is now being used as the Airport. Other issue is free public bus transportation for students and teachers are no longer available. Because of that few of the students and even teachers did not come to school. With regards to the environmental issue, according to him the condition of the sea and river was cleaner than at this present time because many people cut the trees in the upland. In addition to that the condition of the forest in the past was much better with full of vegetation than at present. The water looks dirty in the river and the sea which in turns can lessens the fish and other biota.
14	• 17 January 2009 • Rum, Agus, Yosefina, **Dina Busira** – Indigenous People, Handy-crafter, Desa Kaimana, Kecamatan Kaimana. • Resident of Dina Busira	Since last year, Mrs. Dina Busira a retired women (64 years old), started her business as handy-crafter (embroidery, knitting, ornament flower, bags etc.). She learned it from watching television and received simple equipment from Disperindag (Office of Industry and Trade) Kabupaten Sorong Selatan. It is very rare in Kabupaten Kaimana a women at her age still creative and productive in producing handicraft. When she was young, she was very active in PKK. Disperindag sent her to Malang, Blitar and Tulung Agung with other 9 peoples to undertake training on handicraft. However what she learned in Java was not in accordance with her skill for example to make door mat from fiber of coconut shell which something that she claimed not competent to make it. Mrs. Dina Busira established a group which so called *Kelompok AMOBUSIRA* – it means old people group to work on creating handicraft. Her group prepared a proposal and submitted it to Disperindag and afterward received a grant amounted to Rp 5 million. In the future she would like to learn hand writing of *batik*. When Vice President of Indonesia (Mr. Jusuf Kalla) came to Kaimana last few months, many of handicrafts originally designed and made by Mrs. Dina Busira were displayed during exhibition of the local traditional handicrafts. She expects the young generation both women and men can follow her efforts to sustain the creation of traditional handicraft as she's sure that anyone can do it.
15	• 20 January 2009	Furniture from rattan small industry is marketed through cooperative. Training on rattan

	• Rum, Yosefina, Agus, **Yunus Sabisola SE and Yulianus Tenau, S.Sos.** (Staff Disperindag and Penanaman Modal Kabupaten Sorong Selatan) • Disperindag and Penanaman Modal Office	industry provided by local government Kabupaten Sorong Selatan was conducted in 3 Kecamatans and funded by APBD through SKPD (Unit Task Regional Development). All of the trainers were from Sorong. Local government has conducted two kinds of training: (i) management and (ii) technical skill. Main issues: • Low skill • Lack of equipment of rattan industry. • Marketing and capital • Opportunity is not available yet. • Facilitation is not provided continuously. • High and unstable price of gasoline, solar, and kerosene which in turns raise production cost. • Transportation cost is considerably high. • Price of *Sembako* 9 staple foods is unstable though Disperindag controls it.
16	• 14 January 2009 • Rum, Jhony Kamuru SH, MSi (Head of Budget, Kantor Bupati Sorong) and Yance Kaikatui (Staff of General Affair) • Bupati Office Kabupaten Sorong.	Mr. Yance Kaikatui - Staff of General Affair Kantor Bupati Sorong accompanied the assessment team to see Mr. Jhony Kamuru - Head of Budget, Kantor Bupati Sorong. Introduced our-self to Mr. Jhony Kamuru and explained about the purpose of the assessment. He welcomed us however he was very busy at that moment but he provided us a copy of APBD Kabupaten Sorong 2008. The 2009 APBD was not available yet, it is still under discussion with local parliament.
17	• 9 December 2009 • Rum, **Christian Sohilat, ST, MSi** (Head of Physical and Infrastructure Bappeda Kabupaten Jayawijaya) • Bappeda Office, Kabupaten Jayawijaya, Wamena	According to Mr. Christian Sohilat, there are 3 categories of funds that are used to govern local government at the Kabupaten level: (i) fund from central government which is not managed by local government (ii) fund from provincial government which is also not managed by Kabupaten and (iii) fund from APBD which is fully managed by Kabupaten. Sources revenues of APBD Kabupaten are : (i) Regional Own-Source Revenue (*Pendapatan Asli Daerah*/PAD) (ii) Balancing Fund (*Dana Perimbangan*) which composed of (a) Revenue Sharing Fund (*Dana Bagi Hasil*/DBH) (b) General Allocation Fund (*Dana Alokasi Umum*/*DAU*) and (c) Special Allocation Fund (*Dana Alokasi Khusus*/*DAK*), (iii) Special Autonomy and Adjustment Fund.

Amongst sources of fund mentioned above, utilization of DAK and OTSUS/Special Autonomy Fund are guided by central government, while the rest are fully under authority of local government at Kabupaten level.

DAK: For this year (2009) central government prioritized DAK for infrastructure, life environment, education, health and government infrastructure. Elaboration of DAK is taken place in the technical guidance. The technical guidance of the use of DAK provided by central government for example DAK is not allowed to build a new road but it can be used for maintenance and rehabilitation of roads. However, this guidance can be changed from year to year. Discussion of RKA (*Rencana Kerja Anggaran*/Work Plan Budget) is by field of development which so called *Usulan Rencana Definitif*/URD or Definitive Propose Plan. URD is discussed at the provincial level.

OTSUS: Utilization of OTSUS Fund is directed by Provincial Local Government. The different is just in terms of the percentage of the usage, for example for 2009 allocation for education sector is 30 % while for health sector is 25 %, plus few policies of the provincial governor i.e. in 2009 all basic health services should be fulfilled across Papua.

PAD, DBH and DAU: Local government at the Kabupaten level especially *Tim Anggaran Pemerintah Daerah*/Local Government Budget Team have full authority to allocate the use of these PAD, DBH and DAU funds. One of the requirement is the team should calculate first the budget for the salary of local government civil servants (Kabupaten, Kecamatan and Village level) and salary of the member of local parliament (DPRD). This has to be clear first then the rest can be allocated for the development of all sectors.

The mechanism of the money until it reach to the society are as followed:

(1) Through third party or consultant: For physical activities i.e. to asphalt roads, it goes through open tender in accordance to government regulation/PP No. 80. Labor intensive work is conducted by contractor.

(2) Direct from local government to the society: For example empowering farmer's economy is channeled by *Dinas Pertanian*/Regional Office of Agriculture, empowering

		women and gender is distributed by *Dinas Pemberdayaan Wanita*/Regional Office of Women Empowerment, Ministry of Communication finance directly the maintenance of the airport. The problem is there are many people that want to be involved in implementing development project/program therefore it has to go through group: i.e. society group, church group and kampong group. **Flows of fund:** (1) Funds from central government are transferred to local government treasury through local government account number. (2) Proposed APBD is predetermined after knowing the ceiling allocation of fund from central government. (3) Proposed APBD is submitted to local parliament (DPRD) for review and approval. APBD is prepared by TAPD or Local Government Budget Team through MUSRENBANG (Development Plan Conference). After determining the approved activities, SKPD or Unit Task Regional Development is returned back to each *Dinas* i.e. Office of Health, Office of education etc. Each *Dinas* conducts open tender for activities that related to the third party. Each *Dinas* assigns *Pejabat Pelaksana Teknis Kegiatan*/PPTK or project manager and also appoint a treasurer for financing the expenditure. Contractor requests payment to the Bank after having approval from project manager (PPTK). For non tender, project manager withdraw fund from the bank in accordance to the ceiling of the budget. After that this fund delivered to the group of the society. In practice, the Bupati is the one who delivered this fund (direct aid) to the society. For 2009 the channeling of DAK has been changed. In the past, each *Dinas* i.e. Health Office or Education Office cannot withdraw their own budget before all *Dinas* have finished implementing the project/program funded by DAK. Begin this year, if a Dinas i.e. Agriculture Office has already finished implementing the project, then they can withdraw their own budget.
18	• 12 December 2008	According to Mgr. John Philip Saklil AMARTA Project has been noted as a successful project implemented in Kabupaten Jayawijaya who employed qualified and competent

	• Rum, Agus, Yosefina, **Mgr. John Philip Saklil** (*USKUP*/Head of Catholic Church in the Kabupaten Mimika) • Resident of USKUP in Timika	experts though it costs high for technical assistance (TA) and shipping the planting materials to the remote areas. Even monitoring of the project has to be conducted by helicopter because road infrastructure does not make it possible by car. Mgr. John Philip Saklil suggested that AMARTA is better to establish several pilot projects so that its expenses will not spread everywhere. This because based upon his observation like the experience of the implementation of OTSUS project/program by local contractors/sub-contractors where the utilization of financial expenditure was not clear which lead to corruption practices. Empowering the society is a really needed, though 70 % of project fund spent for monitoring and only 30 % went to the program given the fact that transportation cost is very expensive. He suggested, in Indonesia it is better not to use high school graduate as the facilitator. Facilitator should be a real expert who deserves to receive high salary. They should know well of balance sheet and profit and loss ratio. Facilitator should have adequate education so that they can conduct market analysis. Under this arrangement about 70 % of the project budget will be spent for paying the salary of the experts. Indeed, in Papua to implement project/program is certainly expensive. Marketing skill is very important to be given in the extension education where it is impossible to hire high school graduate to do so. Hiring high school graduate as facilitator seems "having stupid tutor to teach stupid people" according to Mgr. John Philip Saklil. Therefore we need facilitators who really expert and they deserve to receive high compensation so that they will not steal the money or project fund. USAID program in Kabupaten Mimika is successful because USAID uses excellent experts. He suggested USAID to establish pilot projects do not leave the beneficiaries before they become self-reliance. Currently there are many *Sarjana* or bachelor graduates who are not qualified and have bad moral, as a result they involved in corruption. One of the major issues is problem to pay professional labor to conduct facilitation to the society, though it has to pay up to Rp 15 million per months. But if we used high school graduate, according to Mgr. John Philip Saklil "one person cheated one person". Furthermore he mentioned many project in the Kabupaten Mimika did not work well. We should be able to pay expert who wants to stay in the remote areas or in the hinterland. We also need labor whose expert in monitoring

		and to facilitate local society. In Papua there is money but people don't know how to use money, in fact there is huge amount of fund influxes to Papua according to Mgr. John Philip Saklil. The bottom line is how to manage money and how people businesses should be productive. It is very ironic that some people sleep in the hotel while other people sleep on the street due to alcoholic drinks this is the condition in the Kabupaten Mimika at the moment. Furthermore, he mentioned that only lazy people that does not have money. According to Mgr. John Philip Saklil, the government should be responsible to the regional development. USAID and the government need to be evaluated. He understood USAID collaborated with Bappeda and USAID will not work without collaborating with the government. He mentioned to work in Indonesia, USAID has to go through the government, and in contrast working with the government of Indonesia it may not work well. Those who collaborate with government can be dissolved, according to him. What he suggested is USAID to establish a network with local institution/local society. Projects which are running well is because under the supervision of church. Power of church is still very strong. The good local institution in Papua is church. Therefore donor institution should collaborate with church, if they worked with government it will be shattered according to Mgr. John Philip Saklil Education problem in Papua is actually *pendidikan yang tidak betul* or wrong education. Finally people become laborer in his/her own land according to Mgr. John Philip Saklil. He illustrated that one can get as much as Rp 300 million for those who cannot read and write. Facilitation is very weak in Papua. It is better to have contractor who is willing to stay in the remote areas or in the hinterland. Block grant valued at Rp 100 million for community development is not even enough to build public lavatory in the remote areas because it costs very high or expensive. As a result this block grant is divided to the community in cash. There is no institution that can bridge the gap between two parties (the government and local society) as a social control. In the region an institution that can play role as a social control is really needed. Church and the universities can be social control, therefore he expected USAID can support institution that can bridge the interest of the government and *rakyat* or the people and can play role as a social control.

According to Mgr. John Philip Saklil in Papua anything that has been taken over by the government became dissolved. He gave few examples, in the past health and education after they were taken over by the government became shattered. OTSUS needs to be formulated. Not all of OTSUS fund is properly used for development therefore he was questioning the efficiency of the usage of this fund. The number of the private school in Kabupaten Mimika is so many, but financial support from the government is too little. There are many school buildings without teachers and polyclinic buildings without paramedics and medicines. Medical doctors are available but no operational and transportation costs and no medicines. Vice versa he was wondering about the airplanes went to Jakarta were mostly full, he really did not know what the aircraft brought. He warned to anyone never ever try to do corruption taken from education, health, electric and roads funds. He said that *Pejabat* or local government top executives are not shy to conduct corruption. The condition in West Papua Province is not that that worse. Now Bupati just need to do what because development fund is available, however Bupati is sometime not present in his office without a sound reason. Teacher's salaries were "stolen" by somebody. Kabupaten Nabire is also "collapsed" but Kabupaten Mimika is even worse according to him. Mimika is still able to hide behind the private development because of the occurrence of PT Freeport Indonesia. What exist in Mimika are mostly buildings which were actually not the property of government. If the government did not build public infrastructure, private sector possibly can do it.

When the Bupati was inaugurated, the security situation was under *Siaga Satu*, it means the security authority was "very well prepared" this because – cynically said Mgr. John Philip Saklil, the person who was inaugurated perhaps "the thief". In Kabupaten Mimika development funds is abundant provided by OTSUS fund, PT Freeport Indonesia and etc. but indigenous local society should be protected otherwise they will be dragged out. If we want to develop Papua we should be willing to subsidize indigenous local society.

However, Papuan needs to be educated on two things, first they should be able to thanks so that they will not beg again, second they should know one plus one is equal to two. The later means they should know how to multiply the capital through extra work effort. Because people can easily get financial aid then they can get money without working which

		is too bad. According to Mgr. John Philip Saklil PT Freeport ruined the mindset of indigenous people. They know how to spend the money but they do not know how to multiply the money. Church tried how to save the local indigenous society from the influence of money. In the past when the teacher went to the city students were the one who paddled the boat. At this present time *bentuk-bentuk gotong roy*ong or cooperative form in the society are already disappeared. With money it will ruin the existing system and will make people lazy. Migrants are very capable to take the benefit of the opportunity by establishing kiosks. Once the money has been dropped to the indigenous people they do shopping to the kiosk owned by migrants. Current PT Freeport exploration is not located in the areas where local indigenous people live. But future expansion of PT Freeport will be located in the areas where very primitive local indigenous society lives. Once the migrant enter to this area then the indigenous people will be dragged out and may create horizontal conflict amongst the local tribes. The potential environmental impact at the new gold exploration in the future is the garbage dump or the waste which can destroy the environmental according to Mgr. John Philip Saklil. The money given by PT Freeport Indonesia as the compensation can ruin moral of the indigenous people which in turns church will receive the burden. Papua can be saved from this threat through education. Large financial aids will not solve the problem. Those who became the executive at the local government offices (*Dinas*) are mostly tribes who came from outside that are not received aids from PT Freeport Indonesia. There is an anecdote in Mimika that a baby who still in the stomach of his/her mother is already received money, it means money seems superfluous. Market is a serious problem in Papua. They do not have marketing networks, unlike Bugis tribe from South Sulawesi. Indigenous people should be subsidized in terms of transportation cost. In order indigenous people become more advanced their products should be bought at high prices. It needs trade politics that protect local indigenous society. Part of the compensation fund of tailings from PT Freeport Indonesia was used to

		plant 150 hectares of sago plantation for Komoro tribe implemented by church in collaboration with UNIPA (State University of Papua, Manokwari). This project introduced a new variety of sago which so called sentani sago. According to Mgr. John Philip Saklil it is better not to establish palm oil estates because they private palm oil company will prioritize to do illegal logging rather than to harvest palm oil. Furthermore he stated that palm oil estate will not give any benefit to the local indigenous society. The stem of palm oil will be rotten after 100 years. He really disagreed with the idea of the establishment of palm oil estate. Many top executive at the local government mostly agreed with the establishment of palm oil. At present church does not have working partner, he hopes Universities can help church to play role as social control. Businessmen like to talk about profit and loss but they do not like to discuss about the interest of the local indigenous society. Apparatus of the *Dinas,* military and police ruined the existing system and taxes add the benefit of the corruptors according to Mgr. John Philip Saklil. As much as possible he suggested not collaborating with the local government and local NGOs. Local NGOs are same as local government. It is better to collaborate with local universities (UNCEN and UNIPA) said Mgr. John Philip Saklil.
19	• 26 November 2008 • Rum, Jim, Yosefina, Erni, **Reintje Kawengian** (Advisor to the Governor of West Papua Province) • Mansina Restaurant	• The authority of Foreign Technical Cooperation of West Papua Province has been delivered to Bappeda. • The local society wants actualization, doing the work not only by watching and listening but through conducting direct practice of real work. • Poverty incidents are concentrated mainly in the agriculture sectors in West Papua Province. • West Papua Province prefers a program that is not fragmented piece by piece, i.e. one enters and the other leaves. • Need to build trust and how to improve the economy of the society. • Need practical project/program in which after 5 years should have significant impact. • Need how to create market and sustainability of supply and approach to local culture

		should be included. • There is high demand of livestock. Cow fattening is domesticated in Fak Fak and Bombrey Kabupatens. • Kabupaten Bintuni is one the Kabupaten who has high poverty incident, beside that the number of people who sick is high. • Several initiatives in the past funded by USAID were very good and needs to be continued. • USAID is more flexible than that of UNDP • Current paradigm of capacity building is learning by doing. • West Papua Province does not want any donor "enter" into policy areas. Provincial Government prefers practical things. • Needs detail design of project/program for certain tribe. • Capacity building approach should not be given through class teaching but it should be done through direct practical engineering in the field. • Regarding support from international donors, current policy of West Papua Province is donor should follow central government policy (Government Regulation No 57 year 2005 and No 2 year 2006). • Loan and grants to Local Provincial Government are stipulated in the government regulation however many donors violated these regulations. • Donor is not necessarily involved in the policy. • West Papua Province does not want donor offers program that is not in line with RPJM Nasional (National Medium Term Development Plan) and RPJM Province (Provincial Medium Term Development Plan). • Grant should be calculated in local government budget or APBD. • Mr. Reintje Kawengian suggested donor to learn RPJM Nasional and RPJM Province then whether or not donor assistance strategy is in line with those RPJM Nasional and RPJM Province. • West Papua Province needs a real action.

		Second meeting with Mr. Reintje Kawengian was taken place on 14 December 2008 attended by Rum, Jim and Mr. Reintje Kawengian at the Restaurant of Swiss Bell Hotel Manokwari. • USAID is being asked to support a development program which so called IADP (Integrated Area Development Plan) – *agropolitan* to be implemented in Kabupaten Sorong Selatan. • RESPEK program implemented before the society requested to the local government, so it is a typical top down approach. • Small economic scale did not grow because it is too small. Demand for particular good exists but the problem is on the continuous supply. • In West Papua it would be nice to improve the human resources at the Kecamatan level. Capacity building needs to be prioritized for Kecamatan. West Papua Province applies Kecamatan development approach. • Because money is abundant in West Papua Province it encouraged people to become politician and they carry proposals everywhere they go. • There is an indication that the agricultural areas has been squeezing in West Papua Province. • In order to become advance society people needs to recognize their weakness then they should be able to improve themselves. • In Papua there are only 5 tribes that have a good sense of entrepreneurships, two of them are West Dani and Biak tribes.
20	• 1 December 2008 • Rum, Yosefina, **V.L. Pattipi, MSi** (Head of Analysis and Evaluation Bappeda Papua Province) • Bappeda Office, Jayapura	The secretary of Head of Bappeda brought assessment team to Ms. V.L. Pattipi, MSi to search data related to Provincial APBD. Then the following day her staff provided us Summary of the Provincial APBD year 2008 while the data Summary of the Provincial APBD 2009 was not available yet because it was still in process and has not been approved by local parliament (DPRD). Ms. V. L Pattipi, MSi. Introduced assessment team to Dra. Rika Monim-Head of the Division of Social and Culture of Bappeda Papua Province.
21	• 2 December 2008 • Rum, Yosefina**, Dra. Rika Monim**	• There is lack of teachers in Papua Province. If there was no teacher in the remote areas or hinterland the question is how to find ways so that student can read.

	(Head of the Division of Social Culture Bappeda, Papua Province) • Bappeda Office, Jayapura	• Need incentive for teachers i.e. free housing with adequate sanitation and also high salary. • Location of school and resident of students are far away. • In 2009 it is impossible Papua Province free from illiterate. • There is a problem where teacher has to go to Kabupaten to process paper works of carrier promotion and also to take monthly salary and benefits which takes long time to leave from the place they teach. • Function of supervision is not running well. • For health sector its problem is similar with education sector. • Posyandu or health clinic at kampong should be revitalized. Cadre of Posyandu needs to be trained. • Midwife school should be revitalized and traditional midwife should be given training. Number of midwife and nurse should be enlarged. • Papua needs teachers, nurse, midwife and medical doctor whose willing to work with deep heart in the local society. • Dra. Rika Monim suggested USAID to work in the Kabupaten where it has not supported by other donor. • HIV/AIDS is the most important disease that seriously threat Papuan. This disease is already reached kampong in the remote areas. Medicine for HIV/AIDS patients is still expensive.
22	• 3 December 2008 • Rum, Yosefina and **Andri** (Staff of Bappeda whose in charge of gender) • Bappeda Office, Jayapura.	• Gender should be taken into consideration in the development process. • At the division of planning and budgeting Bappeda Papua Province gender issue is taken into consideration. • Impact of development can create problem of gender. • Planning development is neutral however in the implementation phase it can be bias of gender. • In education, health and economic sectors, the implementation of development project/program can be bias of gender. • In the economy access to credit and facility in the market for women who sell

		"pinang" is bias of gender. If it were not bias of gender participation of women in economic activities will be high. • A lot of data is not disaggregated by gender. • Gender can be viewed from development side but not from culture side because from the point view of culture it can be sensitive to privacy.
23	• 4 December 2008 • Rum, **Marten M. Jambise** (Staff Division of Statistics and Monetary Economic Research, Bank Indonesia Jayapura). • Bank Indonesia, Jayapura	• There is no significant impact of the current global financial crisis in Papua. Only plywood company and exporter of Papuan's CPO from Surabaya that already anticipated potential impact of the current crisis. • Economic condition of Papua Province is still better that that of Maluku Province. • ATM is available even in the hinterland, but customers are still lack of confident. • Communication is the main problem amongst the bank customers for fulfilling the bank requirements. • Something that related to *adat istiadat*/local culture that influence people to interact with bank. • There is a lack of facilitation to the bank customer during pre and post realization of the loan. • Bank already support small and medium enterprises however they still have problem on marketing of their product. • The number of commercial bank and its infrastructure is already adequate in Papua. • 2008 is the most successful commercial bank to improve the delivery service to the customers. • Circulation of money in the remote areas or hinterland is very high because of the OTSUS and RESPEK fund. • At the end of the meeting Mr. Marten M. Jambise provided us a quarterly report "*Kajian Ekonomi Regional Propinsi Papua dan Provinsi Papua Barat. Triwulan III. November 2008.*
24	• 5 December 2008 • Rum, **M. Tobroni** Staff Diseminasi dan Layanan Statistik BPS Papua Province,	The purpose of the meeting is to seek data and information from Regional Office of BPS (Board of Statistics Indonesia) Province of Papua in Jayapura that can be used for the analysis of Papua Assessment. Mr. M. Tobroni provided data (in electronic files) as

	Jayapura) • BPS Province of Papua, Jayapura	followed: • Kabupaten Dalam Angka 2006/Kabupaten Statistics Figures 2006 (Jajawijaya, Mimika and Merauke) • Berita Resmi Statistik/Official News of Statistics-Quartely Report i.e. Condition Poverty in Papua Province etc. • Economic Report 2007 • PDRB (Regional Gross Domestic Product) 2007 • Press Release BPS Province of Papua i.e. Food Crops Production
25	• 5 December 2009 • Rum, **B. Tambunan** (Head Subdivision of Program, *Dinas Perindustrian dan Perdagangan* /Office of Industry and Trade, Papua Province, Jayapura) • Office of Industry and Trade, Papua Province, Jayapura	The number of small industry in Papua Province at the end of 2007 is 3,421 unit of enterprise, enlarged by 5.2 % from the previous year (2006), while total labor force engaged in small industry is 14,224 people, increased by 2,71 % from 2006. Total investment of small industry at the same year is Rp 32.9 million increases by 3.17 % from the previous year (2006) with total production value Rp 102,829,500 – enlarged by only 0.8% from 2006. In 2007 *Dinas Perindustrian dan Perdagangan Pemerintah Provinsi Papua* has developed 39 industrial centers which consist of 373 units of small industry. The role of small industry in people's economic development is very important considering its spread and capability can open new employment. One of the main issues on trade sector is that marketing of local products produced by traditional society is still difficult due to small volume of the product, quality is still vary and far from consumers and also limited transportation infrastructures. Procurement of main staple food in the hinterland needs special measures because of the regional condition where transportation is very limited and consumption pattern of the society is not largely changed. Other issues: • More constrain in trade compare to industry – procurement and distribution of goods are the main issues. • Price of cement in Mulia Mountains Rp 3 million because there is no road to connect to this area. All goods shipped to this place by airplane which results in high cost of transportation.

		• It costs very expensive to market agricultural production from the hinterland i.e. Mulia Mountains to other places. • Nutritious foods are not available in the hinterland or remote areas which results in high malnutrition incident. • The impact of the global financial turmoil is not obvious in the Province of Papua.
26	• 8 December 2009 • Rum, Jim, Agus, Yosefina and **Natalis Lokobal** (Indigenous People and Traditional Farmer Kampong Itlilu, Kecamatan Asolokobal, Kabupaten Jayawijaya) • Honai / Resident of Natalis Lokobal	Mr. Natalis Lokobal is an indigenous people (Dhani tribe) graduated from Senior High School in Nabire and has three children. As a farmer he cultivates sweet potatoes and vegetables for commercial and subsistence in the rain-fed farm with poor soil fertility. He did not fertilize and use any pesticide for farming. According to him anyone – including himself is not allowed to step into the plot of sweet potatoes in his farm after he put sign - a stem laid across the small dikes about a month after planting potatoes, if anyone violated or stepped in then production of potatoes will not be poor or little. Once the stem is removed from the small dikes in his farm (about two months later) then everyone is allowed to walk in. This warning seems very strict. These show farmers are very traditional in cultivating plant. His wife goes to the market to sell vegetables i.e. *labu siam*/squash and purchase daily needs such soap, rice etc. The condition of *honai*/traditional house especially the one occupied for his wife and children looks dirty and not hygienic since it is located just next door to where they raise livestock (a pig). In Papua, there are two kinds of *honai*, one occupied by father and the other one occupied by mother and their children. Mr. Natalis Lokobal did not know much about local government program in his kampong and did not aware of RESPEK Program. He has never been invited by apparatus of kampong or Kecamatan to participate in planning process of community development program. He said that the condition of the welfare in the neighborhood has not been change significantly during the last several years, though community development has taken place. Furthermore he said that he disappointed that his job application to become government civil servant at the Kecamatan Office had been rejected and did not understand about reason. In fact one of his classmate is already has position as Bupati.

		Mr. Natalis Lokobal said he would like to establish a kiosk of *sembako* or daily needs, but did not have enough capital. He would like to be trained in how to produce soap. Soap seems to be a necessary good that this family needs for washing cloth and clean dishes etc. Having known this phenomenon it appears apparatus at the kampong and kecamatan level should know that people in the community has already well understood about the usage of soap but the need of this item becomes a burden because the have to purchase it in the local market all the time. Therefore they would like to learn how to make soap.
27	• 9 December 2009 • Rum, Jim, Agus, Yosefina, **Drs. Chris Manuputty** (Head of Bappeda Kabupaten Jayawijaya) • Bappeda Office, Wamena	The Head of Bappeda thinks that assistance or international aids from international donors/agencies are very important for the development of Kabupaten Jayawijaya. This because local government has very limited budget and lack of apparatus and human resources. Condition of infrastructure becomes the major obstacle for regional development. In Kabupaten Jayawijaya, empowering the local economy and local NGOs by international donors are very limited and lack of focus. The existing international donors push the capacity of the organizations however it has not maximized yet. Therefore Mr. Manuputty suggests USAID if possible to help RESPEK Program. This because RESPEK is not a good program because the development fund is being divided to the community. They don't know the purpose of the money. USAID needs to train the society how to utilize RESPEK fund and to prepare the financial report. When the RESPEK fund comes, the society is confused about the purpose of the money. The kampong/village apparatus have the authority to manage RESPEK fund. Because lack of knowledge it becomes a constraint. Meanwhile consultants of RESPEK stay in the city. According to Mr. Manuputty, the withdrawals of RESPEK fund should go through BPMD (*Badan Pemberdayaan Masyarakat Desa*/BPMD or Board of Village Empowering Society). But RESPEK fund is channeled directly to the saving account of kampong/village which only needs approval from the head of village, head of kecamatan and a facilitator without the approval of local government at Kabupaten level. With that its supervision is very weak and the head of Bappeda wants this system to be changed. In addition to that he needs USAID to provide technical assistance to strengthen the capacity of kampong/village and kecamatan apparatus. For Kabupaten level, they just need training for his staff to improve coordination skill. Other challenge is how kampong/village apparatus can conduct planning and execute

		supervision. The society has not understood about planning. Last year (2008) Bappeda Kabupaten Jayawijaya in collaboration with University of Cendrawasih conducted training on participative planning for 5 days. Basic needs are the most important things not the any desire. So far there are only two out of 116 kampong/villages who have taken participative training. All apparatus of kampong/village (*Kepala Urusan*) should be involved in that training, however Bappeda has not ready yet with this expertise. Bappeda really needs experts that can train village planning. In 2009 only the representative of kampong/village who will be invited to participate in this training. Last year for each village there were 20 training participants. According to Mr. Manuputty, health sector is the main priority of development followed by infrastructure. Education has been handled by central government, but for health each person should know. Meanwhile, agriculture and economy should be balanced. Economic growth will run if condition of infrastructure is good. For 2009, OTSUS fund will be prioritize for kampong/village development not for kabupaten. Staff of Bappeda composed of 40 peoples, 5 peoples has master level. At *Dinas Kesehatan*/Health Office in Kabupaten Jayawijaya the human resources is very poor. Health Office at Kabupaten Level is headed by a person who just graduated from School of Nurse. According to the head of Bappeda, the most important thing is management skill for the head of *Dinas*. The head of *Dinas* should be able to motivate people. It is very expensive to take management training out of the region (i.e. in Jayapura). Again he suggested USAID to provide assistance to improve management skill of the head of the *Dinas*. At the moment, local government is not allowed to recruit new temporary staffs (*pegawai honorer*) because they afraid in the future these people will ask the local government to promote them to become permanent staff. Main constraint of development in Kabupaten Jayawijaya is transportation. The success for the development is the high support from the society. This means that participation of the society is really the key especially for project/program of self-managed.
28	• 8 December 2008 • Rum, Jim, Agus, Yosefina **Drs.**	• *Kekerasan Dalam Rumah Tangga*/KDRT or Domestic Violence seems to be phenomenal in the Kabupaten Jayawijaya.

	Magdalena Tenau (Head *Dinas Pemberdayaan Perempuan*/Office of Women Empowering) Kabupaten Jayawijaya) • Lobby Hotel in Wamena, Kabupaten Jayawijaya.	• It is very difficult to change local culture that influences to the occurrence of domestic violence. • The work load of women and mothers in Kabupaten Jayawijaya is very burdensome. • High percentage of illiterates amongst the women. • Some of the women who already become government civil servants are not able to read. • Labor force participation rate of the women is very low. • Only one women who sit in the local parliament (DPRD) • Some of women who were students at the elementary school already married, as a result they did not finish elementary school program. • One of the women before delivering a baby had been identified infected by HIV/AIDS. Local hospital has never had any experience before in handling pregnant women infected with HIV/AIDS to deliver a baby through Cesar surgery. As a result the local public hospital asked for help to provincial government to send medical doctors who have experience in assisting women patient with HIV/AIDS to deliver baby through Cesar surgery. • In the past alcoholic drinks were not available in Wamena, but it is available at present, while many men and women drink it. • The number of school drop student is high and free sex is being practiced also in the society. • Local women migrants from kampong/village in the remote areas came to Wamena to seek job. Since it is so difficult to find a job in Wamena then they became commercial sex worker who just received Rp 5,000 to Rp 10,000 per sexual intercourse to meet the end needs. • One of the major factors that contribute to domestic violence is the practice of polygamy in which in Kabupaten Jayawijaya is already part of the local culture. • In terms of decision making, man is the first decision maker in the household and woman is the second. • In the household economy of the government civil servants, man dominates in holding the money.

		• In the kampong/village many women works as seller of staple foods while the man sometimes steal pigs that domesticated by the women. • Many government civil servants *selingkuh* or dishonest, dating with other women.
29	• 10 December 2009 • Rum, Jim, Agus, Yosefina, **Hendrikus Tjiu, SE, MSi and Riyanto, S.Sos, MSi** (Staff Bappeda Kabupaten Merauke) • Bappeda Office, Merauke	• In KabupatenMerauke, there is no source of stones, therefore it costs a lot of money to build road. • Local government subsidized education. Students get scholarship to take advance study in Java and even in China and Japan which get full scholarship financed by local government. • In the health sector Public Hospital in Merauke collaborated with Cikini Hospital Jakarta • After APBD has been approved by local parliament (DPRD) then it has to be evaluated by the evaluation team from provincial government. • 3 days after closing of the plenary meeting with DPRD then draft of APBD to be evaluated by team from provincial government. After that it has to be evaluated at the central government (in January). • Regulation related to APBD has been changed many times, meanwhile other local government has not thoroughly understood yet. • During "new orde/Soeharto era" assistance team was running well, in contrast during reformation era assistance team did not work well. At present local government interpreted themselves government regulations. • Technical guidance (*Petunjuk Teknis*/JUKNIS) of DAK (Special Allocation Fund) is available and clear, but technical guidance of OTSUS is not available yet. Provincial Government supposed to prepare it. • Technical guidance for DAU (General Allocation Fund) and DBH (Revenue Sharing Fund) are not available but the purpose of the utilization is clear. • Bappeda Kabupaten Merauke needs training on GIS. • Condition of road infrastructure is bad, especially national roads. It takes a long time to maintain it. This became a burden for Kabupaten Merauke. Marketing cost is high because of the bad condition of the road infrastructure. Provincial government ignored

		the rehabilitation of the provincial roads. • Construction of road in Kabupaten Merauke is different than that of Kabupaten Mimika because stone is not available in Kabupaten Merauke. Therefore to build one kilometer of road in Kabupaten Merauke costs as much as Rp 6 billion. • *Dinas Pekerjaan Umum* (Office of Public Work) conducted research on road construction so that technically and economically it fit with the condition in Kabupaten Merauke. • Water and sanitation need to be developed because 6 meters deep of water level still contains high salinity in Kabupaten Merauke therefore they expected USAID can support the development program on water and sanitation. • In some places water contains sulphur (*belerang*) both during rainy and dry seasons. It seems a research is needed on how to process water that contains sulphur so that the water be drinkable. • Government waters (PDAM) has limited capacity to distribute water to the consumers. • Due to bad condition of road infrastructure, it costs as high as Rp 15 million to get Rp 100 million of the RESPEK fund in Kabupaten Merauke. • Top soil is very thin only 20 cm therefore only certain plant species that can grow. • Filiaris disease incident also occurred in Kabupaten Merauke, and HIV/AIDS became the major health problem. Human trafficking is also identified. • Lack of paramedics in health sector.
30	• 10 December 2008 • Rum, Yosefina, **Ir. Leo Mahuze** (Head of NGO "YASANTO" in Merauke). • Yasanto Office, Merauke.	• This NGO was established in 1987. They don't have specific activity that focuses on gender. However, in its economic activity they take into consideration of the gender, i.e. empowering the women in people's economic activity. • Men still dominate the household decision making. Quite often mothers have to carry wood, bring children and many other routine family tasks. • Church cannot change this local habit. • There is domestic violence in the tribe of Marin which mostly caused by alcoholic drink. Though the price is expensive still people consume it. This alcoholic drink came from outside the region. Indigenous people first knew and tasted alcoholic drink when the Dutch colonized Papua.

		• The chance for the women to go to school is less than men. Lack of teacher made even worse the condition of women not to go to school. If there were SKKP (Women Talents Vocational School) it would improve talents of the women. At present SKKP is no longer exist. • Compared to last 10 to 15 years ago, more women work at the government offices. • In the local parliament (DPRD) the number of women is less than men because of lack of competence amongst women. It needs women development in many areas of competences. • Street commercial sex workers mostly resulted from school drop - elementary level. Urbanization is also taken place in the Kabupaten of Merauke. • Needs understanding of gender, trainer should understand local culture. There is a factor that caused gender did not work, amongst others is culture. • NGO "YASANTO" expected USAID can support training on gender to both women and men in Papua. • Basic education at elementary school level in the remote areas or hinterland is not running well. This showed education program is not running properly. Lack of teachers caused those who graduated from senior high school teach elementary school. • The spread of HIV/AIDS is related to life style. People are healthier if they stayed in the rural areas than that in the urban areas. Actually capacity to support people to live in the rural areas is still adequate but there are unique factors that attract people to leave rural areas or hinterland to move to the city. • Lack of teachers and paramedics in the remote areas should be solved by providing them with more incentives. However, according Mr. Leo Mahuze the more money they receive as the incentive it will attract them to live in the city. • Many administrations that should be processed in the city, thereby they spent so long in the city for this reason. Under the old system through church the salary of the teachers were brought to the kampong/village. So teachers do not have to go to the capital of the Kabupaten to take their salary. In the past local society built house for teachers, at present many teachers do not have house. • Those who graduate from *Sekolah Guru* or School of Pedagogy prefer to teach in their kampong/village rather than outside region.

		• OTSUS fund was not used for improving the welfare of the local society in the village but they spent for purchasing uniform, shoes for government civil servant and other things. • Central government current policy in the education sector changed the existing system which was set up by church during Dutch colonization. As a result current condition of basic education is far from expectation. *Penilik Sekolah* or School Supervisor is no longer exists under current educational system. This really ruined basic education condition at present. • Current education problem should be solved in the village and kecamatan but not at the national level. • There is a need to conduct a special study on Papua Education. After the government established many SD Inpres, the role of church on education has been shifted to the government. • In Merauke government established SD Inpres just next to the SD which was built and managed by church. As a result students moved to SD Inpres that has low quality in the teaching and learning process. In Kabupaten Merauke church took a lead in establishing and developing public school compared to the government. • It is really needed to develop the value of culture like in the past. Course of *budi pekerti* or character building needs to be put back in the curriculum of the elementary school.
31	• 12 December 2008 • Rum, Jim, Agus, Yosefina, **Ir. Omah Laduani Ladamay, MSi.** (Head of Bappeda Kabupaten Mimika) • Bappeda Office, Timika	Besides public work sector, large development expenditure is also devoted to education and health sectors. Local government proposed to local parliament (PDRD) to divide *Dinas Pendidikan dan Pengajaran*/Office of Education and Teaching into two divisions: (i) basic education and (ii) secondary education. According to the Head of Bappeda, with two divisions it will be less focus. In addition to that if local government made too many program it may no be efficient. Kabupaten Merauke has divided *Dinas Pendidikan and Pengajaran* into two divisions. In the 2009 APBD, Kabupaten Mimika proposed 30 % of the APBD for education sector and 15 % for health sector. Teachers have to come to the capital of Kabupaten (Timika) to arrange their grade level promotion. Many of them do not have house and water sanitation. They received salary with 2 to 3 months late. There is lack of teachers in the remote areas or hinterland. Many

		of their wife or husband work in different office, i.e. the husband work at PT Freeport Indonesia and the wife works as a teacher in the hinterland or vice versa. Local government provided incentives to teachers, it ranged from Rp 100,000 to Rp 1 million per month, depend upon the distance between school and city of Timika. Near to the city its incentive is only Rp 100,000 per month while not too far from the city is between Rp 250,000 to Rp 300,000 per month. If the location of school was in the remote areas or hinter land which is very far from the city its incentive is Rp 1 million per month. Local government is building an integrated leading school (SD, SMP and SMA in one place) which costs approximately Rp 4 billion. However, they will face problem in financing the operation cost. Local government plan to use OTSUS fund to finance it. This school will receive children from poor families. Ironically the existing private boarding schools in Timika managed by IWAKA did not get any subsidy from the local government for its operation. In fact this school played a great role in the past to advance local people. In the future private school will be managed by the government. In the health sector many paramedics left from Puskesmas (Polyclinics) in the remote areas or hinterland, therefore it happened one day a mother passed away when she was delivering a baby. In the past the Minister of Health abolished *Sekolah Pendidikan Keperawatan*/SIP or Nurse School. The Head of Bappeda wants to conduct a feasibility study of Nurse School for Kabupaten Mimika. In addition to that local government needs to establish an Academic of Nurse also. However potential problem that might be occurred is there will be lack of nurses in the hinterland when many of the existing nurses continue their study to get D3 diploma at the Academic of Nurse. In the past there was Lembaga Ketahanan Masyarakat Desa/LKMD or Board of the Village Society Security. This institution is no longer existing and replaced by *Lembaga Pemberdayaan Desa* or Board of Village Empowerment. However this local institution is not even established yet. Therefore RESPEK Program did not run well in Papua. At the moment, Provincial Government is still preparing provincial regulation regarding RESPEK Program. Population growth grew rapidly in Kabupaten Mimika. Some migrants have skill and some

		did not have it which becomes the burden of the local government. This because local government does not have *Balai Latihan Ketrampilan*/BLK or Public Training Center. In the past PT Freeport Indonesia had training center. Traffic accident and "other women" can cause war inter local tribes. 90% of APBD of Kabupaten Mimika comes from PT Freeport Indonesia. Tissue culture is already developed in Kabupaten Mimika and local government is trying to sell it to other regions. According to the Head of Bappeda, those who hold HPH or forest concession engaged in illegal logging and they did not do *reboisation* or reforestation. Some of the private companies who have HPH are owned and supported by "military person". In Kabupaten Mimika 39,000 hectare of land has been devoted for the establishment of palm oil estates. However the final decision will come from the central government. Domestic violence incidents are also occurred which resulted from alcoholic drinks. PERDA (local government regulation) regarding alcoholic drinks is already enacted but it is not effective yet due to lack of socialization. There are many ways where alcoholic drinks "enter" to Kabupaten Mimika from out of the region. Doing business of alcoholic drink is instant, it means people can make profit easily. Huge amount of money i.e. OTSUS fund circulated in the Kabupaten Mimika contributed to the rapid growth of this business. Surprisingly people have never seen when police destroyed alcoholic drink that has been seized from the traders, according to the Head of Bappeda. Local Police ever found alcoholic drink with high alcohol content.
32	• 15 December 2009 • Rum, **Didiek Hadiprabowo** (LGSP Representative Staff in Manokwari) • LGSPO Office, Manokwari	According to Mr. Didiek Hadiprabowo, it is not easy to implement a project/program in West Papua Province based upon his experience. He suggested the assessment team to visit LGSP Office in Sorong and meet with Ms. Frigia A. F. Marien – Regional Coordinator LGSP, Papua to better understand the implementation of the LGSP Program in West Papua Province. Mr. Didik Hadiprabowo gave us the summary of the 2008 APBD of West Papua Province that can be used for the analysis of the assessment.

Annex 6. The Tangguh LNG Project Integrated Social Program 2006 - 2010[98]

The Tangguh LNG project will have significant direct and induced socio-economic impacts on the Bay communities and more generally the Bird's Head of Papua and the province as a whole. The main locus of project impacts is Kabupaten (Regency) Teluk Bintuni. The total regency population numbers nearly 40,000 with indigenous Melanesians (in the Moskona, Sough, Sebyar-Kamberan, Wamesaa, Kuri, Irarutu and Sumuri tribes) comprising nearly 60 percent and the rest a transmigrant population from elsewhere in Indonesia.

In 2002 the Tangguh Project completed an Environment and Social Impact (AMDAL). The AMDAL established the Project's environmental and socio-economic development commitments and the framework by which they are to be achieved. Within the Project, the Integrated Social Program (ISP) Unit was established to develop and implement the policies and programs that together meet the social, economic and cultural commitments set out in the AMDAL. At the time of AMDAL approval, the ISP identified eight strategic areas through which the Project's socio-economic development commitments would be met. The ISP has since further defined these commitments through the development of an Indigenous Peoples Development Framework (IDPF) and an Integrated Social Program (ISP). The IPDF describes the how the Project will comply with the ADB's Indigenous People's Policy during the loan repayments period while the ISP describes programs to be implemented in the period 2006-2010. Table 1 lists the 14 component programs of the initial Integrated Social Program (2006-2010).

Table Component Programs of Project Integrated Social Program (2006-2010)

Program	**Target area**
Governance and Revenue Management	Papua; Bird's Head
Civil Society Strengthening	Bird's Head
Bird's Head Business Empowerment	Bird's Head
Mitigation of In-migration and Adverse Induced Impacts	Bird's Head and Kabupaten Teluk Bintuni
Workforce and Industrial Affairs	Bird's Head and Kabupaten Teluk Bintuni
Governance (kabupaten, district, village)	Kabupaten Teluk Bintuni
Integrated Community-based Security	Kabupaten Teluk Bintuni
Education (Basic Education, Scholarship, DAV Assistance)	Kabupaten Teluk Bintuni
Vocational Training	Kabupaten Teluk Bintuni
Health	Kabupaten Teluk Bintuni
Women's Empowerment	Kabupaten Teluk Bintuni
Microfinance and Microenterprise	Kabupaten Teluk Bintuni
Community Action Plans	Directed Affected Villages (DAVs)
Land Acquisition and Resettlement Action Plan	Resettlement-Affected Villages (RAV)

[98] ADB July 2006. *Indigenous Peoples Development Planning Document Tangguh LNG Project..*

The strategy aims to ensure that local Indigenous People and others are able to participate fully in all Project social initiatives, that they receive an appropriate level of social development benefits, and that the potential induced adverse impacts associated with the development of the Tangguh Project are mitigated. The strategy provides an efficient and deliverable social development program that takes into account of the needs of the indigenous majority while also helping to mitigate social jealously and conflict over the receipt of Project benefits.