

Article 27, Paragraph 2 of the 1945 Constitution states that every citizen has the right to work and live under conditions fit for human beings. Furthermore, the GBHIN also states that all development activities should be utilized to the utmost for humanity, the people's welfare and personality development of all activities. The material and spiritual produces of development should be enjoyed by the whole nation and every citizen should benefit from the produces of development in accordance to his/her services rendered to the country and the nation (Tap MPR No. IV/MPR/1978).

Referring to alinea 4 of the Preamble of the 1945 Constitution: "..... to enhance general welfare", Article 34 of the 1945 Constitution and to MPR no. IV/MPR/1978, it is the duty of the Government to conduct as soon as possible a reorientation of strategy in managing that part of the Indonesian society still living below the property leave. This strategy should be directly implemented to the part of the society still living under property. Property should not be coped through the consequence is that the funds needed or costs involved may be considerable. Anyhow, it is the government's responsibility to take care of the welfare of all the people, especially those living under property (Article 34, 1945 Constitution). This could be in the form of credit provision to the informal sector without collateral, extension of work opportunities which could absorb poor people with low level of education (farm laborers, industrial laborers, petty businessmen), defining a district status of people under property in the political structure of the country.

People living in poverty are in fact not only the responsibility of the government but also the responsibility of those citizens who are extremely well-off, among others the owners of national and multinational enterprises, and conglomerates.

If coping with the poor population is considered to be identical with efforts to improve the welfare of the society, then the opinion which states welfare is an economic, social and political function, should be re-examined by taking into consideration other factors such as culture and the environment.

In reviewing the part of the population still living in poverty, the reorientation of strategy and its control should take into account the following aspects:

- (a) the low level of natural resources, working capital and quality of human resources;
- (b) The imbalance between population growth and economic growth;
- (c) the inconsistent choice of economic systems which is confusing;
- (d) the institutional system implemented by the government is inadequate, due to the existence of certain communal cultural systems and communal social systems;
- (e) the implementation of an incorrect concept or strategy, or a reorientation of strategy is needed as a follow-up of the former incorrect strategy.

III. THE POVERTY ALLEVIATION EFFORTS BY THE GOVERNMENT OF INDONESIA

3.1. THE NATIONAL DEVELOPMENT PROGRAM

Since the beginning of Pelita I (1969-1974) which was the first Five Year Development Plan, the government has already begun reducing poverty although not directly with various policies, which were:

- a. Increased the role of cooperatives;
- b. improved the transportation facilities to open up isolated areas;
- c. increased agricultural productivity;
- d. rehabilitated infrastructure besides transport; and
- e. involved the people in the development process.

Of these policies, the ones which have been successful were the increased productivity from the Green Revolution in agriculture, education and improved transportation. As a side effect of this development, the gap between the rich and the poor has increased because those persons with resources (*land and capital*) have been able to benefit from this development. These major programs that have contributed to the development of Indonesia are discussed below.

3.1.1. EDUCATION

Although not widely mentioned in the literature on the development of Indonesia, the education program of the country is probable its greatest accomplishment. Students have access to primary, secondary and higher education throughout the country. The children of laborers have access to a university education. This major achievement is now making a major impact on the industrialization of the country and the development of the rural areas.

3.1.2. TRANSPORTATION

The second major program that has had a profound impact on development is the road and bridge development. The transport network now makes it possible for a laborer to travel from a village in East Java to a job opportunity in North Sumatra in three or four days at a very low cost. Every village in Java can be reached by bus, and many have buses passing through the village many times a day. The mobility of the population has been greatly increased because of the emphasis the government put on the development of road networks.

3.1.3. BIMAS RICE INTENSIFICATION PROGRAM

In the early 1960's students from the Bogor Agricultural University assisted farmers in Karawang Kabupaten in West Java to improve their rice cultivation and incomes. From this modest beginning, the Government launched a number of variations on the Bimas program. In the mid 1970's the Bimas program (first called Bimas Gotong Royong, then Bimas yang Disempurnakan) provided a package of inputs to the rice farmers. Yields were increased because of these inputs (primarily fertilized and insecticides) and the new rice varieties from the International Rice Research Institute and later from the Agency for Agricultural Research and Development. Once the major devastation caused by the Brown Plant Hopper was overcome in the late 1970's, the rice farmers of Indonesia made major strides in production and increased their standard of living many times.

This rice intensification program made it possible for Indonesia to achieve rice self-sufficiency in the late 1980s. This program combined with improved irrigation facilities made it possible for those persons with land in the irrigated villages to prosper.

3.1.4. IRRIGATION DEVELOPMENT

In the early 1970's the Government launched a major irrigation development program which had a major impact on the low land areas of Java and the other major centers of rice production in the other islands.

With improved irrigation, and the Bimas program the rice farmers on Java could get up to 8 tons per hectare (gabah kering sawah) and frequently three crops per year.

For those people with sawah land, their incomes greatly increased because of these program and the rural villages of low land Java prospered.

3.1.5. TRANSMIGRATION PROGRAM

In the late 1960's the Government intensified the Transmigration Program by sending hundreds of thousands of landless rural villagers from Java, Madura and Bali to the islands of Sumatra, Kalimantan, Sulawesi and Irian Jaya. This was a massive land transformation and migration program that opened up several million hectares of forest land for settlement.

Although the program has had problems, it did provide land to villagers from Java, and many were able to develop profitable farming systems. However, in some areas the cropping systems were inappropriate and the soils very marginal which meant that many of the transmigrants were not able to achieve a satisfactory living standard.

3.1.6. INDUSTRIALIZATION

The Government was able to provide the necessary support and incentives to entrepreneurs and foreign investors for the rapid industrial development in and near the major cities on Java. There has been major industrial developments that absorb millions of laborers from both the urban and rural areas. This has made it possible for those without resources to earn an living and has been a major incentive for higher levels of education.

3.2. POVERTY ALLEVIATION PROGRAMS OF THE GOVERNMENT

Just begun in 1989, the Government made direct efforts to reduce poverty in Indonesia, and gave the coordinating authority to BAPPENAS. All relevant technical departments in the Government are to directly make efforts to reduce poverty, but there are several strategic departments in key positions, which are: *Ministry of Home Affairs, Ministry of Manpower, Ministry of Social Affairs, Ministry of Health, Ministry of Cooperatives, Ministry of Agriculture, Ministry of Public Works, and the Ministry for Housing.* The funds for these poverty alleviation programs come from foreign countries (grants and loans), multinational organizations, and the GOI's budget. Other than these ministries, the government also has given the opportunity to NGOs to be actively involved under the guidance of various ministries, primarily the Ministry of Home Affairs and the Ministry of Man Power.

According to BAPPENAS and various technical departments, it is rather difficult to identify who are the poor or the poor families. Do they live in rural villages or in the cities. Prof. Sajogyo stated (Prisma, 1978) the poverty line in the rural villages was the equivalent of 320 kg rice per person per year, while in the city it was 360 kg rice per person per year. Whereas the World Bank set the criteria for the poverty line at US\$ 450 per person per year. Besides this poverty line for food consumption, these poor people also lack clothing, health, education and hope for the future.

The *Ministry of Social Affairs* (Departemen Sosial) established eleven criteria for identifying the poor, which are: (a) limited income; (2) limited ownership (possessions); (3) lack of housing (improper housing); (4) lack of education; (5) limited skills; (6) low level of health/lack of health services; (7) religious life which is not satisfactory; (8) normative life which is not properly comprehended and applied by the members of the family; (9) lack of social relationship among the members of the family; (10) lack of performing social relationships with surrounding society; and (11) lack of performing social relationship with the wider society.

Since the agricultural sector can no longer absorb the increasing numbers of rural laborers, the way out for these people has been increased education so that they can migrate to the cities. This migration is caused by two factors: (1) pushed from the agricultural sector and (2) pulled from the rural villages by the work opportunities in the cities and the centers of industry with routine wages.

This migration\urbanization is resulting in people crowding into the fringe areas of the cities and the central city. They usually work as industrial laborers, work in the informal sector as small traders (pedagang kaki lima, pedagang keliling), trishaw drivers (tukang becak), as scavengers and as laborers at any task to earn a living. The result is that the environment where they live is unhealthy and it makes these urban areas more densely populated, resulting in their occupying areas which are considered unoccupied though it is a swamp or land along the river bank or the railroad track.

At the present time in these rural villages, population pressure on the land resource is increasing, thus many of these villagers who depend only on the agricultural sector are becoming progressively poorer, especially in the upland areas.

Based on the above situation in the urban and rural villages, *BAPPENAS* has initiated two programs to reduce poverty, these are (1) the *Kampung Improvement Program (KIP)* which was initiated in 1979 to improve urban kampongs and (2) the *Integrated Area Development Program (IADP)* which was initiated in 1989. The funding for these two programs is relatively limited, thus *KIP* program is only able to cover a few large cities (Jakarta, Surabaya, Semarang), while there are still many large cities that have not had a *KIP* program. The *IADP* program is only being implemented in upland areas because of limited funds.

Recently the *Ministry of Manpower* has proposed four programs for poverty alleviation, which are the following:

1. establish a labor intensive program, for rural people after the harvest season;
2. establish training in appropriate technology program for the young so that they can find jobs. This would provide employment for the young people because large numbers of the youth have not been employed in the formal sector. Although employment in the formal sector is limited, yet the numbers of trained workers are also limited;
3. establish an entrepreneurship program with the mobile training unit system;
4. establish an educated volunteer program, for example university graduates (600,000 per year graduate and have difficulty finding jobs) could assist the village cooperatives

The *Ministry of Social Welfare* has proposed a poverty alleviation policy which has multiple objectives for the local people to rehabilitate their self-respect, self-reliance and self-sufficiency by improving their living standard and social welfare. This approach is the promotion and improvement of the poor's social welfare by emphasizing the economic life of the people. The scope of the problem covers the living condition and the life of the poor, including the various aspects of social welfare, such as food, clothing, housing, health, education and social relationships.

The *Directorate General of Rural Development, Ministry of Home Affairs* has poverty alleviation programs with the objectives of:

1. improvement of human resources capability;
2. creation of atmosphere that support the growth of initiatives and community self help in rural areas;
3. accelerating the increase of rural development to achieve developed villages;
4. development of isolated villages;
5. resettlement of villages from isolated areas;
6. handling of environmental disturbance caused by the people;
7. increase of rural development mechanism particularly in the district and sub district level.

The policies of the *Directorate General of Rural Development* place more emphasis on procedures to strengthen institutions and efforts to encourage public participation with bottom-up planning procedures, and activities which emphasize at the village level the IADP. The results of this program, besides public participation, is the improvement of the concerned technical departments to assist the poor.

The *Ministry of Cooperatives* feels that it is very difficult to carry out efforts to alleviate poverty because the cooperative business normally is for producers so that it is not appropriate for the Cooperatives Ministry to be involved in poverty alleviation. Several projects being carried out by the Cooperatives Ministry have difficulties identifying who are poor and how they should be assisted. Thus, this Ministry has cooperative development policies to overcome limited capital, limited technology and limited equipment.

3.2.1. Integrated Area Development Programme (IADP)

Increasing population is putting pressure on forested and marginal lands for expansion of agricultural production, and as a result, resource degradation has already put sizeable areas at environmental risk. At the same time, the sectors capacity to absorb some of the 2.3 million new entrants to the work force annually has diminished, especially in the less endowed rainfed areas where agriculture has traditionally played a key role. Per capita income in the sector is roughly estimated at \$ 450,- with a significant portion earning less in areas with limited natural endowment and remote from inputs, services and markets.

For more than a decade (Repelita III-V), the Government of Indonesia has maintained its emphasis on poverty alleviation, employment-generation and equitable development. In rural areas where agriculture is the primary determinant of income, it has now shifted (Repelita V, 1989-1994) its initial focus on immediate production increases to more long-term sustainable growth, with mutual emphasis on productivity and conserving the resource base that undergirds it.

The issues of agricultural productivity and resource management and conservation in Indonesia are becoming critical, notably in the rainfed uplands of Java. Some 60 percent (106 million) of the country's population is concentrated on the island and virtually all land is in productive use, including 75 percent in agriculture. The pressure on renewable resources is tremendous. Despite population growth of 1.7 percent that is lower than the national average (2.1 percent), about 150,000 farm

household are added each year. Agriculture capacity to absorb the incremental labor force on Java was only 12 percent during 1980-1985 and appears to be less in upland areas.

In the uplands there is increasing depletion of forest resources and protective vegetative cover and degradation of arable land through exploitative production systems. The areas most at risk occur in the upper parts of Java's watersheds. Considered to be in a critical state, i.e. endangered by actual or potential erosion, they comprise 1.9 million ha or 15 percent of Java's arable land area and support 12 percent of its population. While erosion has detrimental effects on downstream riverbeds and irrigation structures, the larger impact is the loss of agricultural productivity in upland areas due to soil depletion.

Integrated Area Development Programme (IADP) is a series of activities which forms the part of rural development programme in the framework of handling directly villages in certain areas that have specific problems in order to accelerate their development.

General objective of IADP is to improve the social condition of low income village communities which have a specific problem through activities of improvement of knowledge and skills of community as well as their participation in implementation of the programme by intensive guidance and support from the government apparatuses.

Special objective of IADP is to accelerate the impact of rural development in the framework of: (a) making more equitable distribution of development efforts; (b) boosting production and community income; (c) improving knowledge, skills, awareness, willingness, and responsibility of community in developing themselves and the environment; (d) improving capability of village services; (e) strengthening mechanism of village development planning to enable them to push the process of transformation of socio-economic condition of the village community owning specific problems; (f) motivating an inter-agencies cooperation between government or non-government agencies and community.

The target of IADP is villages in the areas having specific problems in developing their community groups. Targeted villages are identified by Provincial Administration with the use of Local Development Working Unit (UDKP) system as an area unit for planning.

The priorities of IADP sites are: (1) villages which have specific problems in development; (2) villages which have very few development impact; (3) backward and isolated villages with the following characteristics: (a) low accessibility; (b) income per capita is lower than that of average districts; (c) categorized as traditional village; (d) new settlement (transmigration site); (e) no clear structure of trading or marketing orientation.

Village in a specific area with the following categories: (a) border; (b) poor due to - lack of water, critical land, and - environmental defect; (c) located in isolated island; (d) located in tourist area; (e) densely populated; (f) scarcely populated; and (g) coastal.

Several of the more outstanding activities are giving small loans and technical assistance for animal improvement with revolving funds, and providing equipment to home industries, for example tile making presses and soil processing machines for making tiles.

It is estimated that there are 14 ministries involved in the IADP program.

The main weaknesses of this program are the following:

1. the program does not have employment creation activities, with the IADP concentrating more income increasing activities;

2. the program does not guarantee continuity because it only has one year activities, which is not sufficient as in the conservation of marginal lands and the promotion of tree crops;
3. the program does not have product marketing activities;
4. the program's selection of participants does not emphasize poor people and has more activities for those persons with land and capital rather than for the landless who lack assets in these rural villages;
5. the program is felt not yet to be effective for poverty alleviation because many of the villages in the program are elite villages.

The procedures and mechanism for the IADP activities of bottom up planning and development are shown in the attachment to this paper.

3.3. THE KAMPONG IMPROVEMENT PROGRAM (KIP)

Since the initiation of the Kampong Improvement Programme there has been more emphasis on physical improvement), for example in the improvement of the walkways and the improvement of the water supply. It is felt that this program is not yet able to handle poverty alleviation, other than emphasizing improved attractiveness of the urban kampongs as well as improving the environment. Whereas the persons living in poverty in the slums usually are in forbidden areas of government owned land or dangerous sites and thus are not covered by the KIP.

The program has been successful in Jakarta, Surabaya and Semarang in cleaning up the environment but not yet in alleviating poverty.

Since the 1991/1992 fiscal year, they have initiated the KIP Plus which, besides the physical improvement, is developing programs for social improvement and economic improvement. Improved public awareness of environmental management and development has occurred. Also economic efforts in the development of small scale credit programs have been initiated with the involvement of the NGOs. The Government's assumption is that the Government does not where and who are the poor people whereas the NGOs are considered to know the needs of those in poverty. Thus, two new programs for social improvement and economic improvement include the participation of the NGOs.

Funds for the KIP are primarily from the World Bank, UNICEF, the Netherlands and several other sources. As an example in the Jakarta fringe area kampongs in Tangerang Kabupaten it is estimated that the needed funds will amount to as much as Rp 1,000,000,000 per village for a two year period for the development in the Jabotabek Urban Development Program.

In Surabaya the KIP program has been successful in a number of kampongs, especially in the improvement of the walkways, small roads, and water supply. However, it is felt that the program has not yet had an impact on alleviating poverty, rather it has improved the kampong environment. The Governmental and Social organizations in the KIP program are shown in the attachments to this paper.

3.4. SECTORAL PROGRAMS

The *Ministry of Manpower Development* is responsible for improving employment opportunities and developing manpower, and besides this has responsibility for worker safety. This ministry has two Directorate Generals. The Directorate General for Manpower Development which covers the informal sectors of self employment without assistants, self employment with assistants and unpaid labor (family

worker). And, the Directorate General for Industrial Relations and Labor Standards which covers safety, healthy and production.

In 1990 the crucial problem was that 20% of the labor force consisted of unpaid laborers. In general the informal sector is characterized by (1) low level management, (2) low accessibility, and (3) low income.

The development of the informal sector consists of three phases: (1) retraining, (2) intraining (guidance in appropriate needs), and (3) post training (enterprise facilities).

Referring to the three stages above, it can be stated that in its effort to alleviate poverty, the Government is focussing on the informal sector created independently by individual entrepreneurs. These persons individually and independently created ventures were then trained for skill improvement and where needed were provided with relevant facilities. In efforts to improve the informal sector, the Government always works in association with NGOs and in cooperation with Government agencies, such as the Ministry of Industries. Funds are in the form of grants and soft loans. Traders, vendors and private enterprises are the types of ventures in the informal sector that are supported by the Ministry of Manpower Development. This ministry cooperates with about 350 persons from participating NGOs. The facilities provided are : supervision, guidance, facilities, motivation, and institutional strengthening.

Programs of the *Ministry of Manpower* are beneficial and cover the poor people. However, a serious shortcoming is that these programs are limited to certain cities, i.e. the DANIDA Project which only covers Jakarta, Bekasi and Bogor, while the Family Welfare Project which is aimed at improving product quality through training activities to small scale industries (specifically the furniture industry) is only implemented in seven of the 27 provinces, in Jakarta, West Java, Central Java, East Java, Yogyakarta, Bali and South Kalimantan.

Aside from the limited area coverage of the programs, the Ministry of Manpower Development does not have the capability to organize education and training relevant to the needs of the labor market which is a segmented labor market. Also, the Department does not have the ability to provide work opportunities that are created by entrepreneurship or by the stimulation of motivation by the Ministry itself. In relation to such conditions, it should be noted that the major cause of poverty is that unemployed poor people who still want to work are facing work opportunities that cannot accept them with their existing skills.

In accordance with the criteria setup by Professor Sajogyo, the *Ministry of Social Affairs* recognizes three classes of poverty: (1) poor, (2) very poor, and (3) extremely poor.

The meaning of people living below the poverty line tends to have the same meaning as the term 'fakir miskin' (which literally means the poor and needy, the indigent). Therefore, assuming that people living below the poverty line is identical with "fakir miskin", then according to Government Regulation No. 42, 1981 on the Provision of Welfare Service to the Indigent, people living below the poverty line can be classified into two categories, i.e. (1) people having totally no source of income and do not have the capability to meet proper basic human needs (unemployment), and (2) people having a source of income, but cannot meet proper basic human needs (underemployment). The first category is much serious than second one. People under the first category will do almost anything without conforming to norms of the society (e.g. prostitution and economical activities). Also, many of them surrender to their fate and are living from hand-outs (beggars).

Programs of the *Ministry of Social Affairs* related to the indigent are (1) data compilation; (2) providing social counseling and guidance; (3) vocational guidance (training in practical skills); (4) providing productive stimulation; (5) developing productive activities of promoted families or groups with intra-sectoral and inter-sectoral cooperation; (6) after care treatments.

The programs of the *Ministry of Social Affairs* are very idealistic, but often are not operational due to budget constraints and the limited availability of expertise. Therefore only activities in the form of socialization of certain segment of the society (prostitutes, beggars, young criminals, junkies and orphans) are conducted. This department does not yet have the ability to solve the problem of poverty by creating employment. Therefore its activities consist primarily of social counselling and guidance. The three last mentioned programs stated above (nos 4, 5, 6) are scarcely implemented. If these programs are implemented, it is usually in cooperation with other departments.

In the Directorate General of Rural Development, *Ministry of Home Affairs*, activities leading to the alleviation of poverty is conducted through PKT/IADP as explained above. It is also carried out through Family Welfare Education (Pendidikan Kesejahteraan Keluarga, PKK), which members consist of women (both housewives and others) in rural and urban areas. PKK does not directly tackle poverty, but are putting efforts in improving family welfare as can be conducted from the ten sections of PKK, i.e. (1) Section on religion; (2) section on the acculturation of the Comprehension and Practice of Pancasila; (3) Section on Security and Order; (4) Section on Education and Information; (5) Section on Development, Economic Affairs and Cooperatives; (6) Section on Health, Education and Family Planning; (7) Section on Youth, Sports and Arts; (8) Section on Social Welfare and (9) Section on Family Welfare Foster.

PKK is funded by the government, both through the central or regional government and other official sources. The basic programs of the PKK include: (1) the comprehension and practical application of Pancasila; (2) mutual self-help (gotong royong); (3) nutrition; (4) clothing; (5) housing and home economics; (6) education and handicrafts; (7) health; (8) advancement of cooperative life; (9) protection and conservation of the environment; (10) health planning.

The organization of PKK is based on top down planning. Therefore the Head (Ketua) is usually the wife of highest ranking government official (the wife of the president) down to the wife highest ranking village official (the wife of the Village Head).

PKK is not yet able to become an organization which could solve poverty related problems, because its less acculturized into the society because PKK was created by the control government, the effect is that the active members are limited to family members of state officials. The people are just followers, even though it should be mentioned that in some villages PKK was able to organize a kind of saving and loans cooperatives and mutual self-help (gotong royong) activities.

The *Ministry of Cooperatives* is primarily involved in organizing and supporting the development of economic institutions which main concern is their members, not too profit oriented and mostly are producer organization or civil servant organization.

The Bureau of Planning, *Ministry of Cooperatives*, admits that it can not directly overcome poverty, because most of the cooperatives are producers, such as GKBI (Gabungan Koperasi Batik Indonesia = Indonesian Association of Batik Cooperatives), KPN (Koperasi Pegawai Negeri = Cooperative of Civil Servants), and KUD (Koperasi Unit Desa = Village Unit Cooperative).

Presently, the *Ministry of Cooperatives* is still facing difficulties in identifying what poverty is and who are the poor needy in Indonesia. Therefore, the Department cannot form cooperatives to overcome poverty. For instance, it is difficult to form a saving and credit cooperative for the informal sector, farm laborers or street vendors due to the high cost involved. Great risk are faced because of the probability that they are not able to return the credits received. In general the part of the society

that is still poor do not have capital while their knowledge, creativity and productivity is low. Therefore, most of them still live below the poverty line. Finally, the high cost or risk should be the responsibility of the government.

3.5. EMPLOYMENT CREATION AS THE BASIS FOR POVERTY ALLEVIATION

Based on the above topics, the basis for the efforts to alleviate poverty requires emphasizing the expansion and creation of new employment opportunities which can absorb unemployed and underemployed workers. To do this it is very important to skills training courses for supplying the needs of this segmented labor market.

Efforts to increase incomes should emphasize underemployed manpower and labor absorption for the family to increase the family incomes. This would mean programs for the women and for the men. Programs for the young and the old. Programs for the healthy and the handicapped. Programs for the single parent households, usually led by women.

Government policies to manage efforts for reducing poverty need to more carefully identify who these poor people are and what they need, so that it will be clear what assistance to emphasize and to continue.

At the present time the Government policies are only touching on the groups who have capital and are the village elite, which maybe means they are using the more efficient elements in the villages. Yet, it also means that they have not yet directly reached the needs of the poor people. In the informal sector it is necessary to more intensely develop the home industries, handicrafts, and small scale labor operations as well as have self-help efforts, both in improving the quality of the products, management, and marketing.

Government policies are best that directly target the poor with programs that provide 70% of the assistance to the poor who do not have capital and 30% for the villagers who have capital and participate in group organizations that work with each other, so that the efforts to alleviate poverty can be carried out effectively and efficiently.

3.6. THE STRATEGIES AND ACTIVITIES AFTER REPLITA 5

Although it is still too early to state what the strategies will be after the completion of REPELITA V in another year, yet there are indications it will be concerned with agro-industry, poverty alleviation, further industrialization, and development in Eastern Indonesia.

IV. THE LOCAL NGOS IN INDONESIA

The NGOs in Indonesia are diverse in nature and represent the wealth of human resources which are available. From large, financed organizations; to large informal groups of young people, financed by the membership fees; and finally small organizations of committed, intelligent like minded people which have a very low and unreliable source of income. Many of the organizations were formed since the mid 1980's some were begun as student groups before that. Most members are men, most are from fields of sociology, social politics, and agriculture. There is almost universal under funding of the NGO groups.

The level of financial management ability varied enormously. Some of the large established NGOs had a financial management system which was very advanced. Every NGO keeps some form of financial records. The degree of sophistication did not reflect the ability of the NGO, but the need felt by them with their given turnover. A high percentage of the more efficient financial managers were women.

Within the provinces, the main networking system is that of FORDA (Forum Daerah) set up by WALHI but not governed by them. Each FORDA has a chairman, who is elected in the province by the FORDA members. In addition each provincial FORDA elects one person to be the WALHI presidium in the region.

In the future this level could be utilized more fully, with FORDA choosing elected representatives. Through FORDA the NGOs in the field could be given the opportunity to take a more active role in the decision making processes. The FORDA network could also be the key to opening up future activities in new provinces. Some recognition of the role it plays should be given in terms of financial reimbursement, either to the representative or to the network in terms of positive benefits, or preferably both.

A regional network is one which acts between provinces within a region. The regional networks can serve some or all of the following purposes :

- to act as a coordinator between donors and NGOs, particularly with regard to foreign donors;
- to help collect and communicate information between the NGOs;
- to give a more effective combined approach to major issues;

This scope could be broadened to include acting as central collecting points for technical information and resources, and for establishing links with universities within the region so as to improve the scope for varied and specialized technical assistance.

Information Networks

The purposes and use of information networks is illustrated in the case of WARSI in South Sumatra.

Walhi, the World Wildlife Fund and member NGOs from the four Provinces decided to set up Warsi in 1991 to serve as a forum for communication, coordination and integration and to help focus issues on Taman Nasional Kerinci Sebelat.

WARSI is not officially an NGO which has made obtaining funding difficult. What little money exists for WARSI has had to first pass through Gita Buana, a legal NGO. Donors seem reluctant to provide funding for such abstract activities as communication and coordination and prefer to fund project

activities. But WARSI does not have any projects but tries to integrate and coordinate the activities of those NGOs who do.

Role of Women

Unfortunately in nearly all areas the role played by women in the decision making and management of the NGOs is at best, insufficient, at worst, non existent. The exception is Aceh where there is one all women NGO.

There is a general underestimation of the value of the contributions which could be made by women in the NGOs, apart from adding sensitivity, women have a track record in being good financial managers. It is particularly important in cases where the NGO has selected women as its target group that there are also women on the project design and implementation side in positions of responsibility.

Whatever the reasons, the fact is that many are encouraged to chose women as their target groups, there must therefore be an increase in the number of women field workers and in positions of responsibility.

V. PROPOSED POVERTY ALLEVIATION PROJECTS FOR JICA

The purpose of this paper is to suggest two alternatives for Project-Type Technical Assistance: the first is a number of individual projects in urban and rural locations and the second is to set up a national center for research and training that would cover all of the individual projects. The individual projects are the following:

5.1. FRINGE AREA POVERTY ALLEVIATION

5.1.1. The Problem

In the fringe areas of the large cities, such as, Jakarta, Surabaya, and Bandung, there are major poverty areas with very poor public services, major underemployment of the residents, major in-flows of rural people seeking employment.

5.1.2. The Agency

Ministry of Home Affairs, Ministry of Industry, Ministry of Manpower Development, Ministry of Housing, Ministry of Health, BAPPEDAs, Local Governments (City or Kabupaten), NGOs.

5.1.3. The Objective

To improve the welfare of low income families in the fringe areas of the major cities.

5.1.4. The Approach

JICA would set up training centers in a fringe area kabupaten in Surabaya, Jakarta and Bandung to test various approaches to poverty alleviation. Once they developed a successful approach to community development it would be recommended to the Government. This would be a Fringe Area Kampong Improvement Program with a major stress on employment creation and community health.

The approach would be to work with the lowest unit which is the Rukun Tetangga (RT) and to meet with the people through the rembug desa which is a meeting of the local community.

5.1.5. The Project

Experts in community health and sanitation, vocational training, small-scale industry development would examine the fringe areas to determine what should be done and to find out how to work through the head of the RT and the Rembug Desa for communicating with the people.

Training in Japan for the NGOs (Training of Trainers) and Government officials in health, sanitation, vocational training, industry.

Establishment of Training Centers for residents of the fringe areas. These centers would need equipment and materials for manpower development. The Centers would provide training to the Heads of the RTs (lowest administrative unit in the urban villages) in community health programs and sanitation programs. The Centers would work with local entrepreneurs in developing small scale industries.

The JICA experts would have to determine what products could be developed and marketed for the development of small scale industry.

5.2. HANDICRAFTS AND SMALL INDUSTRY DEVELOPMENT IN THE TOURIST CENTER OF YOGYAKARTA

5.2.1. The Problem

Jogyakarta is a major tourist center for persons from Japan, Europe and the USA who are buying handicrafts produced by local artisans who have very low incomes. The handicrafts are of a low quality and have limited production.

5.2.2. The Agency

Ministry of Social Welfare, Ministry of Industry, Ministry of Manpower Development, Ministry of Trade, and the BAPPEDA in Yogyakarta. And, the Ministry of Industry and Ministry of Manpower.

5.2.3. The Objective

To improve the welfare of many residents involved in these home industries, the improvement and expansion of these handicrafts for the tourist trade and for export.

5.2.4. The Approach

JICA would set up a Training and Export Promotion Center for Handicrafts in Yogyakarta for improving the quality of the handicrafts, for expanding the production of these handicrafts, and for developing products for the international market. An important aspect would be to determine the products that could be sold on the international market, especially in Japan.

5.2.5. The Project

Provision of experts in small scale industry and handicraft development and experts in designing products for the international market.

Support to studies that would determine what products could be sold to tourists visiting Yogyakarta and what products could be sold on the international market, especially in Japan.

Training in Japan for selected artisans in improved handicraft development and in production techniques.

Establishment of a Training and Export Promotion Center in Yogyakarta with the necessary equipment and materials.

Establishment of links with marketing organizations in Japan that could market the handicrafts produced in Yogyakarta.

5.3. INTEGRATED REGIONAL DEVELOPMENT IN EX-TRANSMIGRATION PROJECTS IN UPLAND AREAS IN SUMATRA

5.3.1. The Problem

In the upland areas of Sumatra the Government has established many large transmigrant settlements. A number of these projects have not been successful and have many very poor farming families who need assistance. These settlements have been transferred from the Ministry of Transmigration to the Local Governments which are unable to cope with the poverty in these areas.

5.3.2. The Agency

The Regional Government of Lahat Kabupaten in South Sumatra, Ministry of Agriculture, Ministry of Industry, Ministry of Trade.

5.3.3. The Objective

To develop income generating projects and satisfying human needs for these settlements in the upland areas of Sumatra.

5.3.4. The Approach

JICA would work with the Lahat Kabupaten administration in providing assistance to the Bunga Mas Transmigration Project Area and the surrounding local population in developing their agriculture, selecting profitable crops, developing wild pig control measures, strengthening sustainable farming systems, improving food processing, and developing off-farm employment opportunities for the people.

5.3.5. The Project

Provision of experts in farmer managed irrigation systems, cassava processing, canning of produce, handicraft development, small scale industry and community health. Provision of experts to the regional government in regional planning and project development.

Training of counterparts from the regional government and from NGOs in agriculture, irrigation systems, food processing, small scale industry, community health, regional planning, and economic development.

5.4. INNER CITY POVERTY ALLEVIATION

5.4.1. The Problem

In the cities there are major slum areas which are very densely populated, have poor sanitation, and many unemployed people. The Government has very recently decided to improve these slum areas but does not yet know how to improve these areas.

5.4.2. The Agency

City Governments and NGOs.

5.4.3. The Objective

To improve the welfare of the residents of slum areas in the inner cities.

5.4.4. The Approach

JICA would provide assistance to the City Governments of Jakarta and Surabaya in developing programs for improving the welfare and incomes of the persons in these slum areas. This would be an upgraded Kampong Improvement Program with a major job creation and manpower development program.

5.4.5. The Project

Provide experts in city planning, community development, public health, small scale industrial development, job training for the residents. Work with the city governments in developing programs for these slum areas. Setup training centers for improving the skills of the people. Collaborate with NGOs in providing assistance to these people in the slums.

Provide training in Japan and in Indonesia for low income community development programs. The persons to be trained would be from the city governments and the NGOs.

Set up training centers in Jakarta and Surabaya for manpower development. These centers would need equipment, materials and experts.

5.5. UPLAND AGRICULTURAL COMMUNITIES IN JAVA

5.5.1. The Problem

The farmers in these upland areas have very low incomes and poor health because of their small farms and the low agricultural productivity of these marginal soils. In Java the lowland areas are rapidly developing by improved agricultural production and off-farm employment. The upland or highland areas have not developed because of poor agriculture, very few food processing activities and few off-farm employment opportunities.

5.5.2. The Agency

BAPPEDA, Department of Agriculture, and Ministry of Home Affairs in Yogyakarta Province, NGOs.

5.5.3. The Objective

To assist the Yogyakarta Regional Government develop the upland areas in this province and to develop an approach for upland community development for other provinces in Java.

5.5.4. The Approach

JICA would provide assistance to the Yogyakarta regional government to develop upland agriculture, home industries, food processing, community health, and vocational training for these upland communities. Major emphasis would be placed on agro-industries and agro-business development.

5.5.5. The Project

Provide experts to the BAPPEDA in Yogyakarta in regional planning and community development. Provide experts to the Department of Agriculture in upland farming and food processing. Provide experts to the Ministry of Home Affairs in manpower development and vocational training. Provide experts in agro-industry and agro-business development.

Setup a training and development center for upland communities that would provide vocational training to the young people so they can find jobs in industries near Yogyakarta. The center would develop approaches for improving the agriculture and welfare of these upland communities.

The center would develop approaches for the establishment of small scale agro-business and agro-industries in these upland areas. The experts would have to determine what products from these areas would be marketable, then develop appropriate technologies for village level processing, and finally assist in the development of marketing channels for the sale of the products.

5.6. LONG TERM POVERTY MONITORING STUDY

5.6.1. The Problem

Although Indonesia is very concerned about poverty there have been very few studies and workshops on poverty and poverty alleviation in the country. Support for studies, workshops, training programs is necessary to improve the capability of the universities in studying rural and urban poverty and developing poverty alleviation programs.

5.6.2. The Agency

The Ministry of Education and Universities

5.6.3. The Objective

To provide assistance to university researchers in studying poverty, carrying out research, and developing programs for poverty alleviation.

5.6.4. The Approach

JICA would provide assistance to the Ministry of Education and two universities (perhaps a regional university like Jember) to promote poverty studies and develop courses for university students.

5.6.5. The Project

Provide experts in economics, sociology, anthropology, statistics, health, and sanitation to two universities and the Ministry of Education to carry out research on poverty, to monitor poverty, to hold workshops and seminars on poverty problems, and to promote academic training in poverty studies.

To provide short term and long term training in Japan for university researchers in the fields of economics, anthropology, sociology, health, sanitation related to poverty studies and poverty alleviation.

To provide materials, equipment, and limited funding for research on poverty in Indonesia and for supporting workshops and seminars on poverty alleviation.

5.7. COMMUNITY LEVEL MOBILIZATION FOR DEVELOPMENT OF THE URBAN KAMPONGS

5.7.1. The Problem

In the past the development programs were at first aimed at the national and are now being aimed at strengthening the provincial level of the Government. However, the key for development in the poverty stricken urban kampongs is the mobilization of the people to improve their own welfare through self-help programs. The most strategic person in these urban kampongs who can motivate and mobilize the urban poor is the head of the RT (Rukun Tetangga).

The second problem has been not involving the people in the initial stages of the development program to determine what they feel is the most important projects.

The third problem has been not mobilizing these urban people to participate in the projects and to maintain the projects when it is completed.

5.7.2. The Agency

Ministry of Home Affairs and the BAPPEDA at the city level.

5.7.3. The Objective

The main objectives are to create income generating activities at the community level and to mobilize these urban communities to provide the basic human needs. These could be achieved by mobilizing the urban communities to carry out development programs for increasing their welfare. To do this it will be necessary to provide training to the heads of the RT and the RW so that they can make a better contribution to the development of their urban kampongs.

5.7.4. The Approach

This strategy for community level mobilization for developing the urban kampongs with low income levels is:

1. based on the lowest administrative unit of the kelurahan which is the RT;
2. maximizes the role of the head of the RT who is the unpaid, elected representative of the people;
3. uses the village meeting format for mobilizing the people;
4. incorporates the role of private enterprise;
5. utilizes the Government's administrative framework and collaborates closely with the Government;
6. *designates what activities should be carried out by the people, what activities by the government and what activities require joint participation;*
7. calls for public participation in decision making; and
8. *suggests a role for non-governmental organizations in supporting the program.*

The strategy takes the position that it is extremely important to work within the administrative system and in close collaboration with the government in order to improve the environmental situation in the kampongs. This is explained in detail in the Appendices A and B.

5.7.5. The Project

This project would have four components:

- Training of the heads of the RT with workshops and mobile training units;
- Community participation in small scale industry and handicrafts development;

- Community participation in infrastructure development and maintenance; and
- TV broadcasts to provide motivation and training for the communities.

JICA would provide technical assistance to help the Indonesian experts develop and carry out training programs in the responsibilities of the head of the RTs, the types of projects they could sponsor, in the methods for mobilizing their people, in the types of small scale industry and handicrafts for the people, and in business management.

JICA would assist the communities to determine what types of small scale industries and handicrafts are feasible in their kampongs and what it would take to get them started. JICA would also assist them in packing and marketing the products. This would provide income generating activities for the residents of the urban kampongs.

JICA would assist these communities in improving the condition of their drainage channels, the management of solid waste, the management of sewage, and the improvement of the community health. This would improve the condition of their basic human needs facilities.

JICA would provide the training materials for the programs and the materials for the trial small scale industries.

JICA would develop mobile training centers that would routinely visit these neighborhoods to provide training and demonstrations to the people in these urban kampongs.

JICA would provide the training, materials, and technical assistance for developing the TV programs that would provide continuous training and information to the residents of these urban kampongs.

JICA would provide training in Japan and in Indonesia for the Indonesian trainers from the ministries and the NGOs who would primarily be carrying out these programs.

5.8. TRAINING PROGRAM FOR THE RURAL LEADERS (LURAH AND VILLAGE SECRETARY)

5.8.1. The Problem

Several years ago, the Government passed regulations that limited the number of years a person could be a lurah in the rural villages and the person should have at least a junior secondary education. These rules meant that many of the long term, older generation of lurahs were replaced by younger, less experienced, and better educated rural leaders. However, these young leaders are not as well acquainted with their villages and less knowledgeable about what they should accomplish in their villages.

In addition these rural villages still need to promote income generating projects for the less fortunate persons in the villages and to improve the basic human needs of the people. Since they are not experienced in these activities, they are not promoting the community participation necessary.

5.8.2. The Agency

The program would be carried out by the Ministry of Manpower Development, the BAPPEDAS in the provinces, and the Dinas at the Kabupaten level.

5.8.3. The Objective

The main objectives are to create income generating activities at the rural village level and to mobilize these rural communities to provide the basic human needs for their residents. These could be achieved by mobilizing the rural communities to carry out development programs for increasing their welfare. To do this it will be necessary to provide training to the heads of the rural desa so that they can make a better contribution to the development of their urban kampongs.

5.8.4. The Approach

This strategy for community level mobilization for developing the rural villages, especially in the upland areas is:

1. based on the lowest administrative unit which is the desa office and the head of the desa who is the lurah and the secretary (Sec Des) of the village;
2. maximizes the role of the head of the desa who is the non-salaried, elected representative of the people;
3. uses the village meeting format for mobilizing the people;
4. incorporates the role of private enterprise;
5. utilizes the Government's administrative framework and collaborates closely with the Government;
6. designates what activities should be carried out by the people, what activities by the government and what activities require joint participation;
7. calls for public participation in decision making; and
8. suggests a role for non-governmental organizations in supporting the program.

The strategy takes the position that it is extremely important to work within the administrative system and in close collaboration with the government in order to improve the environmental situation in the kampongs.

5.8.5. The Project

This would project would have four components:

- Training of the heads of the Desa with workshops and mobile training units;
- Village community participation in small scale industry and handicrafts development;
- Village community participation in infrastructure development and maintenance; and
- TV broadcasts to provide motivation and training for the villagers.

JICA would provide technical assistance to help the Indonesian experts develop and carry out training programs in the responsibilities of the head of the rural desa, the types of projects they could sponsor,

in the methods for mobilizing their people, in the types of small scale industry and handicrafts for the people, and in business management.

JICA would assist the communities to determine what types of small scale industries and handicrafts are feasible in their villages and what it would take to get them started or to upgrade the existing ones. JICA would also assist them in packing and marketing the products. This would provide income generating activities for the residents of the urban kampongs.

JICA would provide the training materials for the programs and the materials for the trial small scale industries.

JICA would develop mobile training centers that would routinely visit these neighborhoods to provide training and demonstrations to the people in these rural villages.

JICA would provide the training, materials, and technical assistance for developing the TV programs that would provide continuous training and information to the residents of these rural villages.

JICA would provide training in Japan and in Indonesia for the Indonesian trainers from the ministries and the NGOs who would primarily be carrying out these programs.

5.9. EDUCATIONAL TV PROGRAMS FOR DEVELOPMENT OF RURAL URBAN SMALL SCALE INDUSTRY AND HANDICRAFT OPERATIONS

5.9.1. The Problem

Almost every person on Java has access to a TV set and thus can be reached by TV programs. In many of the rural low land villages up to 80% of the villagers have TV sets and neighbors without sets are always welcome to watch. In the cities, the urban kampongs have even higher percentages of the households with TV sets.

The problem is that there are very few programs designed to provide information to the rural and urban kampongs that can be used to train villagers in setting up small scale industries and to be informed about the possible products that could be produced in these rural and urban kampongs.

In all of these kampongs, there are many educated people with a strong desire to develop small industries and handicraft operations but they need information. It also is probable true that the capital needed to set up these operations is also available in these kampongs. What is lacking is information on the technology and the marketing channels.

5.9.2. The Agency

The Ministry of Agriculture, the Ministry of Industry, and the Ministry of Home Affairs.

5.9.3. The Objective

The objective of this project would be to assist in the development of small scale industry and handicraft operations in the rural and urban villages in Java. This could also be expanded to the other major population centers in Sumatra, Kalimantan and Sulawesi.

5.9.4. The Approach

To carry out this project, the general approach would be to determine what industries and handicraft operations would be possible in these kampongs and what products would be in demand at the local

level, the provincial level, the national level and the international level. As an example handicrafts made in Yogyakarta would have an international market, while improved tiles produced in an ex-transmigration site in South Sumatra would be have a local market and a regional market.

5.9.5. The Project

The project would require knowledge of what products that are in demand at local, regional, national and international levels, information what technologies that would be appropriate for the rural and urban kampongs, and skills in developing TV films.

JICA would need to send experts to Indonesia to examine the various markets and determine what products are in demand. These experts could also decide what products could be sold to Japanese firms in Indonesia and what products could be exported directly to Japan.

JICA experts would need to develop the technologies that would be necessary for producing the selected products at the village level.

JICA experts would have to develop the TV films to educate the villagers in the technologies, the business skills, and how to market the products.

JICA experts would have to work with and negotiate with the TV stations in order to broadcast the films at the appropriate times and the appropriate locations.

JICA experts would have to monitor and evaluate the program so that adjustments could be made to improve the effectiveness of the program.

5.10. INSTITUTIONAL STRENGTHENING AT THE BAPPEDA TINGKAT II (THE KEY TO DEVELOPMENT PLANNING IS AT THE KABUPATEN LEVEL)

5.10.1. The Problem

The various multilateral agencies have been providing assistance to the provincial BAPPEDAs (regional planning agency in the Ministry of Home Affairs) to strengthen their planning and management operations. However, the major development programs are now being aimed at the kabupaten level though the kabupaten planning agencies (BAPPEDA Level II) are very weak. These lower level planning units are not equipped to handle the programs that are being set up at this level.

5.10.2. The Agency

The Ministry of Home Affairs and the BAPPEDA Level I in the provinces.

5.10.3. The Objective

The objective of this project would be to improve the planning and project management at the kabupaten level so that the development activities at the local level will be more effective.

5.10.4. The Approach

The general approach would be to upgrade the skills of the BAPPEDA Level II staff in the kabupatens by training and provision of materials and equipment.

Since there are hundreds of kabupatens in Indonesia, the approach would have to set up trial programs in a few kabupatens, then develop means to transfer the program to a large number of planning agencies at the kabupaten level.

5.10.5. The Project

JICA would select a several kabupatens to work with and develop an appropriate approach to strengthening these BAPPEDAs at level II. This would require assigning experts to these kabupatens on a long term basis to learn what is required at this level. JICA would provide these trial kabupatens with equipment and materials for planning and management. JICA would provide the officials with training in Indonesia and in Japan.

Once JICA was satisfied that an appropriate method had been developed to strengthen these planning agencies, then a training program could be developed and many more of these agencies could be assisted in the program. JICA would need to set up a training institution or assist existing institutions to provide the necessary skills to the staff of the BAPPEDAs level II. JICA could provide training to these staff members in Japan also.

5.11. IMPROVED PRODUCTIVITY IN THE FISHING INDUSTRY

5.11.1. The Problem

Although Indonesia is an archipelago with major fishery resources in these seas, yet Indonesia's local fishermen (not the large commercial boats operating out of the major port cities) are usually the poorest people in poverty stricken communities in isolated areas throughout the country. The problem is that these communities do not have the resources to exploit the fisheries and to compete with the large commercial operations.

The fishing communities have some processing of the fish but it is very traditional and has only limited local appeal. Thus, the products of these communities are not in wide demand and bring low prices.

Thus, the fishermen in these isolated communities cannot exploit the most productive fishing areas because of a lack of equipment, cannot process the fish into products demanded in the cities, and cannot improve their welfare for a lack of alternative employment.

5.11.2. The Agency

The Ministry of Agriculture and the Ministry of Home Affairs.

5.11.3. The Objective

The objective is to improve the welfare of fishing communities in isolated areas of the nation.

5.11.4. The Approach

The approach would be to select several fishing communities, study what their problems, develop appropriate technologies for marine fishing by traditional fishermen, and develop processing technologies to improve the prices received for their products.

5.11.5. The Project

JICA would selected several isolated fishing communities and carry out studies on the fishermen to determine their problems and the potential for development.

JICA would assign experts to the fishing communities to develop their fishing methods and the processing of their fish catches.

JICA would develop marketing channels for these fish products both at the regional and national levels, but also on the international level. It may be that these communities could process the fish for the Japanese market.

JICA would evaluate the results after several years of working in these fishing communities, and then expand the program to many more communities.

JICA could set up a training program for local officials so that the appropriate technologies could be transferred to fishing communities throughout Indonesia.

5.12. NATIONAL RESEARCH AND TRAINING CENTER FOR POVERTY ALLEVIATION AND EMPLOYMENT CREATION

5.12.1. The Problem

Indonesia does not have a specific program, nor specific research activities, nor training program for Poverty Alleviation. There are some efforts at various universities and agencies but it is not integrated nor coordinated, nor does it include NGOs.

5.12.2. The Agency

National Secretariat (Sek Kab) and/or the Ministry for Research and Development.

5.12.3. The Objective

To establish a national center for research and training on poverty alleviation, manpower development, and employment creation. The Center would be national in scope but have major international links and sponsor seminars and workshops for an interchange of ideas on poverty.

5.12.4. The Approach

JICA would set up and sponsor the Center for a five year period in Jakarta. The Center would be in Jakarta, be a non-profit foundation under SekKab, and be located on the University of Indonesia campus.

5.12.5. Activities of THE CENTER

The Center would sponsor research on poverty and poverty alleviation in urban and rural areas, would sponsor national and international seminars and workshops on poverty alleviation and employment creation, would develop programs for poverty alleviation, manpower development, and training. The Center would be a meeting place for persons from the Government, universities, and Non Governmental Organizations. The Center would sponsor trial programs like the ones stated above.

5.11.6. The Project

JICA would provide experts to the Center for poverty studies, project development, job training, small scale industry and handicraft development.

JICA would have a short term and long term fellowship program in Japan and in Indonesia for training staff in the universities, Government and NGOs.

JICA would provide materials and equipment for the Center and funds for the research, workshop and training program.

JICA could collaborate with other multi-lateral and bi-lateral donors for sponsoring and organizing international workshops and seminars on poverty studies, poverty alleviation, and manpower development.

VI. RECOMMENDATIONS ON FOLLOW-UP ACTIONS FOR JICA

The two experts who have prepared this study for JICA feel that it is very important for the project to go ahead, but more preparations should be made before initiating the project. The experts are suggesting the initiation of an in-depth feasibility study, the initiation of a poverty study, the selection of several trial areas, and then setting up a major center for poverty studies.

The experts feel there are several steps in the process so that the GOI and JICA learn how to approach these poverty issues and poverty projects.

6.1. IN-DEPTH FEASIBILITY STUDY OF SOME OF THE ABOVE PROPOSALS

Obviously, the information so far compiled for JICA is only a preliminary analysis of poverty, what types of programs can be launched, and with what Government institutions. It is very important for JICA to now send several experts to do an in-depth feasibility study of a few possible projects.

The Government agencies that would be involved have to be very carefully consulted about these possible projects and their ideas incorporated into the design. It is essential these agencies/institutions feel they have made an input into the design of these projects. Only then will they feel it is a part of their program.

6.2. INITIATION OF LONG TERM POVERTY STUDY IN INDONESIA

Since the issues is complex and will require a long term study of poverty in Indonesia, the consultants recommend that JICA could independently of the feasibility study, initiate a poverty study in selected areas of Indonesia. This study should be in collaboration with an Indonesian university. The consultants would suggest Jember University since they have experience with both urban and rural poverty studies.

6.3. SELECT ONE OR TWO AREAS FOR TRIAL PROJECTS

The next step after the feasibility study would be several trial projects for the poverty alleviation efforts. It is the opinion of the consultants that the best location for this would be in Yogyakarta province. The reasons are the following:

- The first JICA mission has met with the key persons at the BAPPEDA and the NGOs in Yogyakarta Province;
- Yogyakarta Province is rather small but has upland areas, low land areas, a major city, a small fishing port which provides a range of ecosystems and the province is small enough that a JICA project will make an immediate impact;
- Yogyakarta Province is trying to solve their poverty problems but needs assistance and so far there are no major donors assisting this province in poverty alleviation; and
- The BAPPEDA in Yogyakarta would strongly support a project from JICA.

A second area would be Lahat Kabupaten in South Sumatra which had a major poverty alleviation problem in the ex Bunga Mas Transmigration project. The problem is clear enough that a JICA project would make a major impact in this kabupaten.

A third area is the city of Surabaya which will receive substantial assistance from Japan in the Surabaya Urban Development Project. JICA experts working on poverty would be able to work closely with this major development project in overcoming poverty in Surabaya.

APPENDICES

APPENDIX A: The Analysis of Administrative Structure of the Government of Indonesia

INSTITUTIONS IN THE KELURAHAN (Urban Kampongs)

All of the kelurahan have an administrative system that is divided into two organizations. The first is the civilian administration (pemerintahan sipil) which has salaried positions (PGPS/PNS Daerah) for the kelurahan officials that includes the lurah, his secretary and a few other staff members. Frequently, the lurah does not live in the kelurahan though his secretary will often be from the kelurahan. These are Government Civil Service positions and thus the positions are filled by the City Government and the persons can be transferred to various kelurahan and other types of jobs.

In this study none of the Lurahs actually lived in their kelurahan though one of them knew his kelurahan very well because he had been the lurah for seven years, one of the Lurahs had very little knowledge of the kelurahan and was criticized by the RW as knowing nothing, one of the lurahs had a good understanding of the activities in the kelurahan though not all of the environmental problems, and two were sick when the study was conducted.

The second is the social administration (Rukun Warga/RW and Rukun Tetangga/RT) which is not administratively below the kelurahan because there is no system of salaries nor honorariums for the head of the RW or the head of the RT. These persons are not Government Civil Servants and always live in the same RW or RT. The head of the RT is selected by the people in the RT by voting. The head of the RW is chosen by the heads of the RTs in the RW. Each of these positions is for a three year period, and the person can be elected for a second term though not exactly official they can actually have more than two terms. The lurah would have to approve the selection of the candidates for the ketua RW.

This unpaid position of RT and RW has substantial responsibilities because it is the link between the people and the Government's administrative apparatus. These are social organizations, recognized by the Government as having substantial powers, and are expected to assist the Lurah in monitoring, motivating and mobilizing the residents in donating money and labor (gotong royong) for various activities in their RT and/RW. The reason for this is the view that development is the responsibility both of the people and the Government.

The positions of head of the RT and RW are actually quite demanding because they have to be available 24 hours per day, have to have specific working hours, have substantial responsibilities in the RT and RW, and have no financial incentives. Usually, the persons selected are either employed at some job or retired persons. Some are women whose husbands have a job. They would have some source of income not related to this job. Although placing a burden on these persons, it also frees them from dependence on the lurah for an income.

Sometimes the head of the RT or RW is a retired government official or retired military personnel. Often this has a major benefit because this retired person understands the administrative operations, is not overly impressed by the status of the lurah, and knows how to stand up to the lurah in case of disagreements. Although they once worked for the government, yet they must have lived for a sufficiently long time in the RT or RW to be selected for this position by the people.

Each Rukun Tetangga (RT) normally covers from 50 to 125 households, though it can be more, while the Rukun Warga (RW) usually covers from 4 to 10 RTs, though it can be more and there apparently are no regulations on the number.

The requirements for the head of the RT or RW are (1) a citizen of Indonesia, (2) above 17 years of age, (3) has a house and lives in the area of the RT or RW, and (4) willing to be chosen for the position.

For a number of development activities and environmental improvement activities in the RT and/or the RW, there is a need for money/funds/donations and volunteer labor (*kerja bakti*) from the residents. The collection of money from the residents and/or the provision of volunteer labor by the residents must be approved (*musyawarah*) by the residents of the RT and/or RW in a *kampung meeting* (*Rembug Warga RT or Rembug Warga RW*).

As an example, in several of the RWs in Kelurahan Sawunggaling most of the pathways have been paved, the drains improved, water hydrants installed, houses and lots adjusted, decorative flowers and plants placed in containers along the pathways, RT and RW offices built by the people with their own initiative and funds. They have not been helped by the Government and they have no legal land ownership status. Yet, they have greatly improved their environment on their own. Essentially, this was done with the leadership of the Head of the RT in collaboration with the Head of RW, and having gained the peoples support at the village meeting (*Rembug RT and Rembug RW*). In discussions with these leaders and the other non-formal leaders, they were very enthusiastic about what they had accomplished on their own without government assistance.

The Lurah who is the head of the kelurahan does the planning and implementation of projects at the kelurahan level which use funds from the central government, Inpres, the province and private sources. He is assisted by the Association for Village People's Resilience (LKMD/Lembaga Ketahanan Masyarakat Desa) which combines the formal leaders and the informal leaders (*tokoh masyarakat*) at the kelurahan level. Usually those who are considered to be informal leaders are selected by the kelurahan officials and the heads of the RT and the RW in the kelurahan. They are usually school teachers, Muslim religious teacher, retired persons, government civil servants, and military personnel. At the kelurahan level the LKMD serves as the *rembug kelurahan*.

If the lurah (head of the kelurahan) wants the people to make a decision on some matter, he normally would go through the LKMD organization. With the approval of the LKMD and the prior approval of the *kampung meeting* (*rembug warga*), development activities which need funds or volunteer labor from the people can be implemented. As an example, to pay for the solid waste collection in the RT, the people agree to pay Rp 500 per month. To clean the pathways or the RT, the people will agree to provide volunteer labor (*gotong royong*) once a week. They would, for example, agree to pay Rp 500 per month to the burial association and the Koran reading association.

Thus, decisions utilizing funds and labor of the kelurahan residents must normally be made through the RT village meeting (*rembug warga RT*), then the *rembug RW*, and then at the kelurahan level through the LKMD and/or Kelurahan Mutual Agreement (*Musyawarah Tingkat Kelurahan*).

The Village Meeting (*Rembug Warga RT and RW*) can accept, reject and propose development activities to the lurah. Besides this the *Rembug Warga* can reject a government program, such as, the KIP program for the RT or the RW if there is a clear reason, like the people have already improved their RT and do not need the KIP.

In general the people will collaborate with the implementation of the decisions taken in the *Rembug meeting* at the RT and RW level and the activities of the LKMD at the kelurahan level. This means that at the RT level they will contribute money for paying the solid waste collectors, for sharing the cost of paving the pathways, the improvement in the drains, moslem meeting place (*surau*), and the RT office. While at the RW level and the kelurahan level, as long as the people have been informed, they have agreed (*musyawarah*) and/or the activity having been initiated at the suggestion of the people, then the mobilization of the volunteer labor and funds will be fulfilled. Those who did not

cooperate are usually those persons who are in the kelurahan as seasonal laborers and others who do not live permanently in the kelurahan.

If the people in the RT want to make a proposal for an activity, it is normally proposed at the village meeting (Rembug RT), then taken to the Rembug RW for presentation to the LKMD forum. The head of the RW would make the presentation as a member of the LKMD. However, depending on the scope (eg. Inpres funds) of the proposal, it may be necessary for the proposal to be evaluated by the Camat (District Officer) and the Mayor (walikota) of the city. However, if the proposal can be handled by the people themselves, then it will be handled by the LKMD at the kelurahan.

It is felt by the Government that this provides a two-way communication system between the people and the government. Although it can be abused, yet the cultural concepts of musyawarah (discussion), mufakat (consensus) and social justice that is built into the Indonesian psyche places very strong constraints on any activity not receiving general public support. Urbanization and industrialization have obviously had an effect on these cultural concepts yet they still play a major role in decision making, especially at the village level in both urban and rural areas.

APPENDIX B: STRATEGY FOR COMMUNITY LEVEL MOBILIZATION

B.1. OUTLINE OF THE STRATEGY

This strategy for community level mobilization for managing environmental problems is:

1. based on the lowest administrative unit of the kelurahan which is the RT;
2. maximizes the role of the head of the RT who is the unpaid, elected representative of the people;
3. uses the village meeting format for mobilizing the people;
4. incorporates the role of private enterprise;
5. utilizes the Government's administrative framework and collaborates closely with the Government;
6. designates what activities should be carried out by the people, what activities by the government and what activities require joint participation;
7. calls for public participation in decision making; and
8. suggests a role for non-governmental organizations in supporting the program.

Each aspect of this strategy already exists in one form or another and in one or more of the kelurahan in this Rapid Urban Appraisal in the city of Surabaya. The only part of the strategy not identified in the RUA was the presence of non-governmental organizations in the kelurahan. The strategy takes the position that it is extremely important to work within the administrative system and in close collaboration with the government in order to improve the environmental situation in the kampongs.

B.2. BASED ON THE LOWEST ADMINISTRATIVE UNIT (RUKUN TETANGGA) IN THE KELURAHAN

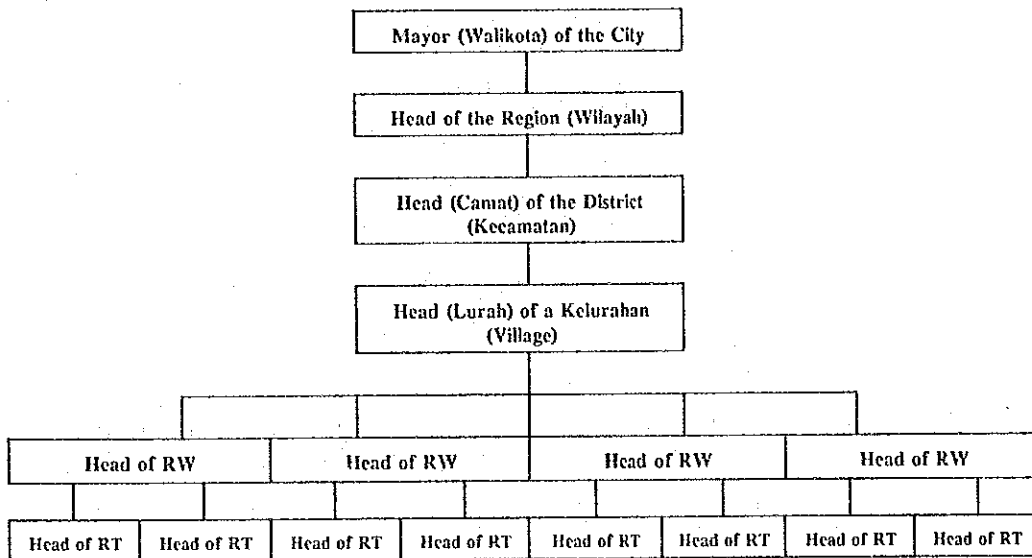
This strategy would be based on the lowest unit in the administrative structure of the city which is the Rukun Tetangga. This is a unit that is small enough for the community to know and trust each other. This administrative structure is made up of the civil administration and the social administration.

B.2.1. CITY ADMINISTRATIVE STRUCTURE

The administrative structure of the city government is made up of the civil administration (pemerintahan sipil) as representatives of the Government and the social administration (Rukun Warga and Rukun Tetangga) as representatives of the people. This structure makes it possible to have substantial participation of the people in both decision making and implementation of projects.

Combining this structure with the village meeting system (Rembug Warga) for public participation in decision making is an ideal forum for promoting community based action programs for improving the environmental situation.

The basic outline of this system of civil and social administration is the following:



The civil administration covers the Mayor to and including the Lurah of the Kelurahan which is the lowest civil administration unit in the governmental structure. The social organization reaches into the kelurahan level through the LKMD but the main structure is the RW (Rukun Warga) and the RT (Rukun Tetangga).

B.2.2. CIVIL ADMINISTRATION

The civil administration (pemerintahan sipil) has salaried positions (PGPS/PNS Daerah) for the kelurahan officials that includes the lurah, his secretary and a few other staff members. Since these are Government Civil Service positions, the officials are often transferred to different posts which means that very often the lurah does not live in his kelurahan.

The lurah is appointed for a three year period and can be reappointed. His staff are also civil servants but there is more probability that some are from the kelurahan.

B.2.3. SOCIAL ADMINISTRATION

The social administration (Rukun Warga/RW and Rukun Tetangga/RT) is not administratively part of the civil government of the kelurahan because there is no system of salaries nor honorariums for the head of the RW or the head of the RT. These persons are not Government Civil Servants and always live in the same RW or RT in which they are serving. The head of the RT is selected by the people in the RT by voting. The head of the RW is chosen by the heads of the RTs in the RW. Each of these positions is for a three year period, and the person can be elected for a second term though not exactly official they can actually have more than two terms. The lurah would have to approve the selection of the candidates for the ketua RW.

B.2.4. EXTENT OF THE RUKUN TETANGGA (RT) AND THE RUKUN WARGA (RW)

The Rukun Warga (RW) usually covers from 4 to 10 RTs, though it can be more and there apparently are no regulations on the number. In a densely populated area there can be five thousand and more people in an RW.

In these areas there are unofficial kampongs which sometimes have the boundaries of the RW but often can be part of a RW or parts of several RW. The kampong was probably identifiable twenty years ago when these kelurahan were not as densely populated, but now people still use the names but it is very difficult to delineate where the kampong limits are unless it is by RW or a number of RTs. In the four central city kelurahan in this study the houses are packed so close together that they are no natural boundaries between the RTs, the RWs and the kampongs, only by the roads and pathways can one distinguish one area from another.

B.3. MAXIMIZES THE ROLE OF THE HEAD OF THE RUKUN TETANGGA

The strategy would be based on the key position of the head of the RT who is from this area, has lived for many years in the area, has the trust of the people, and is freely elected by the residents of the area. As for most things, this position can be abused but since it is more of a public service, voluntary position that requires substantial time most of the leaders who take this position are truly concerned about the people. Especially since they live in this RT and are affected by the problems confronting the RT.

B.3.1. REPRESENTATIVE OF THE PEOPLE

This unit covers a small enough area that all of the residents of the RT know each other and have frequent contact with each other. They also share the same problems and usually are of the same income level. Each Rukun Tetangga (RT) normally covers from 50 to 125 households, though it can be more.

B.3.2. ROLE OF THE RT HEAD

This unpaid position of RT and RW has substantial responsibilities because it is the link between the people and the Government's administrative apparatus. These are social organizations, recognized by the Government as having substantial powers, and are expected to assist the Lurah in monitoring, motivating and mobilizing the residents in donating money and labor (gotong royong) for various activities in their RT and/RW. The reason for this is the view that development is the responsibility both of the people and the Government.

The positions of head of the RT and RW are actually quite demanding because they have to be available 24 hours per day, have to have specific working hours, have substantial responsibilities in the RT and RW, and have no financial incentives. Usually, the persons selected are either employed at some job or retired persons. Some are women whose husbands have a job. They would have some source of income not related to this job. Although placing a burden on these persons, it also frees them from dependence on the lurah for an income.

Sometimes the head of the RT or RW is a retired government official or retired military personnel. Often this has a major benefit because this retired person understands the administrative operations, is not overly impressed by the status of the lurah, and knows how to stand up to the lurah in case of disagreements. Although they once worked for the government, yet they must have lived for a sufficiently long time in the RT or RW to be selected for this position by the people.

The requirements for the head of the RT or RW are (1) a citizen of Indonesia, (2) above 17 years of age, (3) has a house and lives in the area of the RT or RW, and (4) willing to be chosen for the position.

B.3.3. PROMOTOR OF COMMUNITY BASED SELF-HELP PROGRAMS

This strategy uses the head of the RT as the promoter of community based self-help programs. Since the head of the RT is from the community and understand the community, he is the most logical one to listen to the needs of the people and to organize them for solving their own problems. Of course there are problems that can not be solved at a local level and this will be discussed later.

In the RUA, it was clearly the Head of the RT and the key community leaders around him that had mobilized the people in the surveyed RTs to overcome some of their environmental problems. There were many examples of these people getting together and carrying out self-help programs. They were able to pave their pathways, construct public toilets, build small drains along the pathways, clean the drains, collect garbage and build office/meeting rooms for the RT. It is at this level where they insist that every house have a garbage container outside the house and some insisted on having flower pots to beautify the RT.

The general conclusion based on the results of the RUA is that there is a major amount of energy and leadership at the RT level to promote development. It has clearly already been harnessed and can be further expanded as part of a program for community based action to solve community level problems.

B.3.3. SUPPORT FOR THE HEAD OF THE RT

To strengthen what is already occurring in Surabaya, assistance can be given to the heads of the RTs throughout the city. Some RTs are very successful and others are not sure what the best approach is to solving their problems.

Once the solutions have been identified for these self-help programs, then an assistance program for the RTs could be initiated. This program would have the following:

1. Training in how to identify the problems, organize the community, and carry out the self-help programs;
2. Instruction in the Government regulations, procedures, and offices that must be understood and contacted to launch various programs or to receive the services rightfully due to the community;
3. Instruction in the legal rights of the community;
4. Visits to successful projects or programs in other RTs;
5. Preparation and distribution of manuals and guidelines for the heads of the RTs so that they can carry out self-help programs and provide assistance to Government programs;
6. Some form of an information/extension service that can provide assistance to the heads of RTs and the RWs by sending them newsletters, manuals and perhaps regular training visits.

This type of program would be within the framework of the city Government, but recognizing the manpower constraints it might be easier to organize with the help of non-governmental organizations.

B.4. USES THE VILLAGE MEETING (REMBUG WARGA) FORMAT FOR MOBILIZING THE PEOPLE

One of the key parts of this strategy is the incorporation of the village meeting (Rembug Warga), already widespread in Surabaya, for public consultation and mobilization of the people. These meetings are held at the RT level for the people to communicate with the head of the RT and for the Head to communicate with the people in the RT.

B.4.1. THE VILLAGE MEETING (REMBUG WARGA)

An RT will have these village meetings to inform the people of a government program, and for the people to discuss various activities that they can carry out to help themselves. If the program is primarily the concern of the people in the RT, then the decisions can be made primarily at this level, if it has a wider impact then it would have to be considered at a higher level. In the same way if a program from the Government down to the RT then the people in a village meeting would be informed about the project. Sometimes it would be rejected.

If the people in the RT want to make a proposal for an activity, it is normally proposed at the village meeting (Rembug RT), then taken to the Rembug RW for then presentation to the LKMD forum at the kelurahan. The head of the RW would make the presentation as a member of the LKMD. However, depending on the scope (eg. Inpres funds) of the proposal, it may be necessary for the proposal to be evaluated by the Camat (District Officer) and the Mayor (walikota) of the city. However, if the proposal can be handled by the people themselves, then it will be handled by the LKMD at the kelurahan.

The Village Meeting (Rembug Warga RT and RW) can accept, reject and propose development activities to the lurah. Besides this the Rembug Warga can reject a government program, such as, the KIP program for the RT or the RW if there is a clear reason, like the people have already improved their RT and do not need the KIP.

In general the people will collaborate with the implementation of the decisions taken in the Rembug meeting at the RT and RW level and the activities of the LKMD at the kelurahan level. This means that at the RT level they will contribute money for paying the solid waste collectors, for sharing the cost of paving the pathways, the improvement in the drains, moslem meeting place (surau), and the RT office. While at the RW level and the kelurahan level, as long as the people have been informed, they have agreed (musyawarah) and/or the activity having been initiated at the suggestion of the people, then the mobilization of the volunteer labor and funds will be fulfilled. Those who did not cooperate are usually those persons who are in the kelurahan as seasonal laborers and others who do not live permanently in the kelurahan.

B.4.2. INCORPORATE THE REMBUG WARGA IN COMMUNITY MOBILIZATION

These village meetings are the ideal way to mobilize the people and has been used in this way for a long time. A program for improving the environment must be discussed at a rembug warga and approved by these people. Then, the head of the RT can work with these people in carrying out the program. This village meeting expresses the Indonesian social and cultural concepts of musyawarah (discussion) and mufakat (consensus) and is the way to initiate a program, especially if there is volunteer labor (kerja bakti) and group participation (gotong royong) need for the project.

B.4.3. PUBLIC PARTICIPATION VIA THE REMBUG WARGA

This rembug warga is also the best way for public consultation when the Government is proposing a large development project that will have a direct impact on the area. As an example the planned road improvement program in SUDP should make presentations to these rembug warga to get the people agreement for the program. Once consensus has been reached among the people, then a program has a much better chance a being accepted. This is especially true if there will be land acquisition as in the road widening program.

The traditions of musyawarah, mufakat and social justice have been developed over generations and centuries and are the best method for the modern concept of public consultation.

B.5. INCORPORATE THE ROLE OF PRIVATE ENTERPRISE

B.5.1. EXISTING ROLE OF PRIVATE ENTERPRISE

At the RT level there are a number of projects that are funded by the people in the RT and carried out by private enterprise. One example of this is the collection of garbage at the local or RT level. The people pay a fee to the RT who hires local people to collect the solid waste from each house which has a garbage container in front of the house. To empty septic tanks it is done by private companies hired by individuals. If there is a public toilet built by the people of the RT then it would be contracted to a company to empty the public toilet. They would also hire a company to pave their pathways and improve the drains. Some of the RTs with construction laborers living in the RT would do it themselves with donations of materials and the volunteer assistance from the local laborers.

B.5.2. LOCAL CONTROL

With the private enterprises providing some of the services at the RT level, the residents will be able to monitor the effectiveness of the services. Private enterprises can handle solid waste, emptying of toilets, operating private toilets, human waste at the RT and RW levels. At this level it can be monitored by the people, paid by the people and thrown out by the people.

B.6. UTILIZES THE GOVERNMENTS ADMINISTRATIVE FRAMEWORK AND COLLABORATES CLOSELY WITH THE GOVERNMENT

B.6.1. IMPORTANCE OF WORKING WITHIN THE SYSTEM

Any strategy for the mobilization of the people's resources at the RT and RW level must have the support of the local government which means that the strategy must be integrated into the administrative framework at the kelurahan level. With the key role in the system being played by the head of the RT it is already part of the system, and the link to the kelurahan would be through the Institution for Village Resilience (LKMD).

B.6.2. THE LKMD AS THE LINK

The Lembaga Ketahanan Masyarakat Desa (LKMD) or roughly translated as the Institution for Village Resilience is an institution in the kelurahan is a third administrative institution at this level. The other two, as mentioned previously, are the civil administration (lurah) and the social administration (RT, RW). The LKMD combines the kelurahan officials (perangkat kelurahan) with the informal leaders (tokoh masyarakat) of the kelurahan.

The head of the LKMD is the lurah, the assistant head is an informal leader in the kelurahan, the secretary and treasurer are staff of the lurah, and the ten sections of the LKMD are led by either staff of the lurah or informal leaders. Some of the informal leaders are the heads of the RT and the RW. These sections are on (1) religion, (2) Panca Silah (P4), (3) security, (4) education and information, (4) environment, (5) economic development and cooperatives, (6) health, (7) demography and family planning, (8) social welfare, (9) Women's activities (PKK), and (10) culture and sports.

Every development activity which is carried out within the kelurahan will be planned and supervised by the LKMD, while the implementation will be given to a committee. Any development activities at the RT and the RW level, needing government support, government subsidies or not any support, need the approval of the LKMD. Therefore, any strategy to mobilize the community will have to be approved by this LKMD. Consequently, it should be incorporated into the approach to community participation.

As already mentioned, any development activity within the kelurahan must be discussed with the LKMD before the lurah makes a decision on the activity. The head of the RT has to discuss a planned activity for the RT with the rembug RT before making a decision, and an activity at the RW level must be discussed at the rembug RW. The reason is that the rembug or village meeting must discuss the consequences of the mobilization of the people for development and the collection of money from the people for this development activity. For example, this covers improving the roads and pathways, construction of public toilets, public water supply, building a mosque, collection of solid waste, construction and cleaning of drains for waste water from the household kitchens, and construction of the RT and RW offices.

B.6.3. THE NEED FOR COLLABORATION BETWEEN GOVERNMENT UNITS

One of the problems faced by community activities at the RT and RW level is the collaboration on problems that extend beyond the boundaries of these units and sometimes beyond the kelurahan. An example is the improvement of the drainage channels which will not be effective if a neighboring administrative unit does not cooperate in the improvement, especially if the waste water flows from this unit to the next one and encounters blocked drains. Or, a unit above this one that dumps solid waste into the drain and it flows to this RT or RW.

For an effective strategy to solve environmental problem, there will need to be more collaboration among the kelurahan which should take place at the Kecamatan level.

B.7. DESIGNATE WHAT ACTIVITIES IMPLEMENTED BY THE COMMUNITIES AND WHAT ACTIVITIES BY THE GOVERNMENT

This strategy should make very clear what activities can be handled by community action at the RT and RW levels, what activities must be handled by the Government, and what activities are a joint responsibility. As part of the strategy there should be an awareness at the RT and RW level about who to contact and how to contact them for the projects handled by the Government.

B.7.1. DIFFERENTIATION BETWEEN THE KIP AND NON-KIP AREAS

One result of this Rapid Urban Appraisal is the recognition that the Kampong Improvement Program (KIP) has been very successful in these densely populated kelurahan. The strategy will need to differentiate between the KIP areas and the non-KIP areas. Most of the KIP areas will have more awareness of the benefits to be gained from an improved environment.

B.7.2. LAND TENURE STATUS AS THE KEY

In the five selected kelurahan in this Rapid Urban Appraisal, the most serious problem confronting the majority of people is the land tenure status of their houses. All of these areas had very serious problems because of not having secure tenure and many not having any type of tenure though they lived at the site for twenty to thirty years. An amazingly large portion of the land in each of these kelurahan is State Land (Tanah Negara) or agency land such as that owned by the national railroad company. Many of these people squatted in the past (twenty, thirty, forty years ago) on State Land when it was not being used by the state. Now, these sites are built up with permanent houses and roads but no tenure status.

The greatest incentive for community action would be for the government to launch a program to provide land titles to these people. But the people should provide the government in return with some benefits such as an improved environment.

Any strategy for community based programs should include a scheme for the land tenure certification handled at the RT level rather than at the individual level through the National Land Affairs Agency or BPN (Badan Pertanahan Nasional). The RT and the Rembug desa should be used to designate who owns what land and then some form of tenure given to the people where it is needed.

The strategy should cover the key issues confronting the people in the kelurahan. As an example, if the government wants to acquire land for widening the road or drains, then give the whole village land titles and determine where space is available for the displaced people. This would be one solution for the land acquisition for public projects problem. This approach would be to consider the entire community and not just the persons displaced by the project but instead the entire RW. Give the community something like improved land status, find space in the kampong for the displaced persons, shift the small stores to the village markets, plan the displacement of people so that it does not greatly harm but rather enhances the environment.

B.7.3. ACTIVITIES BY THE PEOPLE IN THE RT

The strategy should make it clear what activities can be carried out by the communities in these RTs and RWs. It is obvious that there is a limit to what community based action programs can do to improve the RTs and RWs. Based on what has already occurred in the five surveyed kelurahan, the communities have already taken on many important functions. These have been shown to be the improvement of the roads, pathways and drains; the construction of public toilets, office/meeting buildings, and mosques; the collection of garbage and the emptying of the septic tanks by private enterprise; and the connection of public water hydrants.

Although these are present in varying degrees in the RTs, yet they can be greatly strengthened by assistance to these communities and heads of the RTs as already explained.

B.7.4. ACTIVITIES BY THE GOVERNMENT

Obviously, there are many activities that must be handled by the Government. For solving some of the environmental problems in the kelurahan, these would include greatly improving the main drainage channels and providing the pipeline networks for a clean water supply. It could include the sewerage system as proposed on a trial basis in the SUDP II project.

In the very densely populated areas, it would solve a number of environmental problems if the Government provided low rent dormitories with toilet and water facilities for the seasonal laborers.

The major projects proposed in the Surabaya Urban Development Project under the Integrated Urban Infrastructure Development Program (IUIDP) include the improving the major roads and drainage channels in the City. These projects will greatly benefit the city but may cause local problems because of the need for land acquisition along these existing roads and drains. A program of land titling and water supply improvement for the entire RT and/or RW combined with the land acquisition and resettlement within the same area would go a long way to gaining the approval of these communities for the land acquisition.

B.7.5. ACTIVITIES CARRIED OUT JOINTLY

Most of the development activities can be enhanced by community participation. One example is the problem of flooding and the need for improved drainage channels. The Government obviously would handle the major channels but the communities can provide major assistance by improving the local drains and keeping the drains free of solid waste and sewage.

The provision of a clean water supply can also be a joint activity. Most of these communities want an improved supply of water from PDAM and/or a connections to the PDAM system. The costs appear to be the main problem for the persons who do not yet have a connection. If the Government continued to expand the pipeline network to reach more areas, then the people would be able to afford the cost of the connection if it did not include the cost of the pipeline to the area.

The problem of land titling will have to be a joint activity in order to solve this major problem. The Government will have to put much greater reliance on the knowledge of these communities about who has what site rather than reliance on sophisticated cadastral surveys.

B.8. A ROLE FOR NON-GOVERNMENTAL ORGANIZATIONS

A rather conspicuous absence in the five kelurahan in this Rapid Urban Appraisal was the absence of non-governmental organizations providing services in these areas. This strategy should define a role for these NGOs at the RT level. It could include the training programs for the heads of the RT as well as preparing the guidelines on how to solve problems at the community level. It could also provide assistance in informing the people about the Governments responsibilities and the people's responsibilities in developing their communities.

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