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1. 事前評価調査概要

1. 調査団の派遣

1-1 案件形成の背景（NGOの役割の変遷—短期的なソーシャル・セーフティーネット型支援から中長期的なコミュニティ開発型支援へ）

インドネシアでは、所得水準が絶対貧困に準じて極めて低い貧困層が6割近くも存在し、その割合は東南アジアのなかでも極めて高率となっている。近年の緊縮財政下における公共料金の引き上げ、財政支出の削減、物価高騰などの動きは、貧困層を直撃しかねない状況にある。

このような貧困問題に対し、インドネシアでは、地方分権化政策に伴い、従来の中央政府主導のトップダウン型から、地方のイニシアティブを重視した地方分権型、住民参加型事業等へのコミュニティ直接支援を重視するボトムアップ型へと、アプローチを変化させている。特に、地方政府の開発計画の立案・実施の経験が不足していることから、住民参加型コミュニティ開発の担い手としてNGO・NPO等非営利団体（以下、「NGO」と記す）が活躍する機会が顕著に増えている。

その背景には、1997年の通貨危機によるソーシャル・セーフティーネット・プログラムにおいて、貧困層への支援物品の配布等の事業実施の過程で、NGOがドナー及び行政機関と住民の接点となって活躍し、その評価を高めたことがあげられる。また、このようにNGOをファシリテーターとしてコミュニティを直接支援するアプローチは、世界銀行をはじめ各ドナーが、住民のエンパワーメント・民主化に資する市民社会の構築として重点を置いてきたことも一因である。

しかし、経済の回復とともに短期緊急支援型から中長期的な開発アプローチがとられるようになり、NGOもこのような新たなニーズに対応する能力・体制が求められるようになったが、インドネシアのNGOは財源等リソースをドナーに依存しているものがほとんどであり、マネジメント能力・組織力も脆弱である。また、行政サイドも必ずしも機能的な住民参加やNGO連携のシステムを有していないため、これらNGOを十分活用しきれない状況にある。

インドネシア政府でも、国家開発計画（PROPENAS：2000～2004年）において、国家が直面している重要課題として「地域社会の発展能力不足」をあげ、解決策として、地方政府の能力強化とともに住民参加型地域開発を推進することを掲げている。そのために、国内NGOの能力向上・組織強化及び行政プロセスへの参加とともに、地域住民の組織化を通じたコミュニティのエンパワーメントをプログラムとして規定している（2000年法律第25号）。

インドネシアのこのような動きに付随し、JICAも1998年度より開始された開発福祉支援事業コミュニティ・エンパワーメント・プログラム（Community Empowerment Programme：CEP）をソーシャル・セーフティーネット型の短期・緊急型支援から、草の根レベルで直接効果のあるNGOと連携した住民参加型開発事業による中長期型の支援プログラムへと軌道修正してきた。これらの活動は、インドネシアの中央官庁・NGOより高い評価を得てきた。そして、その

総括として、2002年11月南スラウェシ州マカッサルで開催された、FIK-ORNOP（マカッサルのNGO連合）-BAPPENAS-JICAによるシンポジウム¹において、国家開発計画庁（BAPPENAS）は、このCEPのNGOの効果的な活用、自立発展性の高さを評価し、NGOとの連携による草の根レベルの住民参加型コミュニティー開発システムの構築への支援を目的とした本技術協力プロジェクトを要請する旨宣言した。

1-2 派遣の経緯と目的

我が国政府は、BAPPENASのインドネシアNGOとの連携を促進し、参加型によるコミュニティー開発事業能力を向上に資する本プロジェクトの意義は極めて高いと判断し、採択に至ったものである。

事前評価調査は、BAPPENAS及び関係機関〔内務省（MOHA）・国家官房庁等（SETNEG）〕との協議を通じ、プロジェクトのフレームワーク・実施体制を確認し、協力内容を確定するために派遣するものである。

今回の調査は以下を目的とし、具体的な協力内容（パイロットプロジェクトの概要を含む）、スケジュールは、立ち上げ専門家の調査によって検討することとした。

- ・要請内容・背景の確認
- ・プロジェクト実施の必要性・妥当性の確認
- ・プロジェクトのフレームワークの確認
- ・インドネシア側実施体制・負担事項の確認
- ・インドネシア側におけるコミュニティー開発の現状把握

1-3 調査団の構成

総括	末森 満	国際協力事業団 社会開発協力部 部長
コミュニティー開発政策	西田 基行	国際協力事業団 社会開発協力部 社会開発協力第一課 特別嘱託
協力企画	鹿野 綾	国際協力事業団 社会開発協力部 社会開発協力第一課 職員

1-4 派遣日程（詳細別紙1．参照）

7月13日～7月18日	総括
7月13日～8月9日	コミュニティー開発政策団員
7月13日～7月21日	協力企画団員

1. 「コミュニティー開発におけるNGOの役割に関するシンポジウム（Symposium on the Role of NGO in Community Development - Lesson and Learn from JICA CEP）。

2. 調査結果

調査団は、7月13～18日まで、BAPPENASをはじめ、SETNEG、MOHA等インドネシア側関係機関と協議し、協議結果につきミニッツに取りまとめ、署名を行った。また、同時に、世界銀行・国際協力銀行（JBIC）等のドナーとの協議、ミニッツ署名後に、開発福祉支援のプロジェクトサイト（南スラウェシ州、東ヌサテンガラ州）及び対象地域として要請されているゴロンタロ州の現地調査（地方政府関係者及びNGOとのワークショップ）、インドネシアにおけるコミュニティ開発及びNGOとの連携について、ローカルコンサルタントへの委託調査を行った（別添資料1．ミニッツ 参照）。

2-1 要請内容・背景の確認

BAPPENAS、SETNEG等関係機関より、以下のとおり要請背景、内容及びプロジェクトの必要性につき、説明が行われた。

(1) 要請の背景

- 1) 地方分権及び地方主導型開発に次ぐ流れとして、コミュニティレベルでの、幅広いステークホルダーが連携、参加した開発が求められており、このような新しい開発のパラダイムでは、シビル・ソサイエティー・オーガナイズーション（Civil Society Organization：CSO）がファシリテーターとなり、政府がコーディネーター、メディエーターの役割を担うことが求められている。
- 2) 上記のような参加型開発・コミュニティの自立発展的な開発活動のためには、CSOのファシリテーター能力、組織力、リソース動員能力の向上、自らのニーズに基づいたコミュニティの開発事業マネジメント能力の向上、政府とCSO、そのほかの民間セクターとの連携及びそのネットワーク強化が必要となっている。
- 3) しかし、コミュニティ・CSOには上記の能力が不足しており、政府もそのようなコミュニティをエンパワーメントするリソースが不足しており、両者の連携・ネットワークも機能していない。
- 4) JICAのCEP（旧開発福祉支援事業・現地適用化事業費によるNGO連携活動）は、インドネシア政府の上記のビジョンを共有しつつ、NGOと連携し、コミュニティ開発を参加型で行っており、BAPPENASとしてもそのような枠組みを政策立案・計画に取り入れることを要望し、本要請を行った（2002年11月NGOナショナルシンポジウム）。
- 5) 上記の連携には、① local economy（マイクロファイナンス等）、② social welfare/change（福祉・能力向上・self reliance・教育・生計向上・リソースの動員）、③ public serviceの3分野を想定するが、②をJICAに担当してほしい。

(2) 要請内容の概要

- 1) コミュニティー開発事業の計画及びマネージメント能力向上への支援
- 2) コミュニティー及びCSO²エンパワーメント支援のためのガイドライン策定支援
- 3) CSOエンパワーメントのためのトレーニング（組織力・マネージメント・ファシリテーター能力向上）
- 4) 幅広いステークホルダーの参加を促すフォーラムの形成支援
- 5) （可能であれば）類似案件〔国連開発計画（UNDP）〕や世界銀行等のグッドプラクティス・ガイドラインの分析、分析結果を踏まえたガイドラインの策定）

(3) プロジェクト実施の必要性・妥当性の確認

地方分権化が進んでいる現状において、国家開発政策及び計画策定、調整機関であるBAPPENASが本プロジェクトを実施する意義は以下の点にあると判断した。

- 1) PROPENAS、貧困削減戦略（PRSP）において、CEP（コミュニティ開発を含む）分野での国家計画策定の責任を有すること。
- 2) 同計画策定及び実施において、関係機関の調整を行う責任を有すること。

2-2 プロジェクト概要・フレームワークの確認

(1) 協力の方向性

上記のBAPPENASの役割に基づき、地方分権化で関係機関の役割が流動的であること、また住民組織（CBO）と連携したコミュニティ開発を政府機関で実施するという試験的な事業であることにかんがみ、以下の方向性で協力を検討している旨説明した。また、BAPPENASの説明にあったフォーラム形成は、JICA-CEPの経験では、コミュニティ開発事業実施によるJICAとNGOの信頼醸成の結果であるため、本プロジェクトでもフォーラム形成自体は目的としない方針である旨説明した（別紙3．プロジェクトのフレームワーク概念図参照）。

- 1) コミュニティー開発事業のモデルの開発と普及の2段階に分けて整理し、本プロジェクトはモデル開発を目的とし、普及・実施は協力の対象外とすること（普及・実施は、インドネシア側内務省／地方自治体等コミュニティ開発事業の実施機関による）。
- 2) したがって、全国7地域での事業実施が要請されているが、本プロジェクトで実施するパイロット事業はあくまでモデル開発・グッドプラクティス収集を目的として、その範囲で実施すること。

2. CSO：インドネシア側の説明では、NGOだけでなく、農協・組合・プレス・宗教団体・研究機関・政党を含むとのこと。ただし、本プロジェクトの主たる目的はコミュニティ開発事業であり、CSOはインドネシアでは共通の概念となっておらず、宗教的色彩が強いことから、同国で一般的に用いられているCBOを用いることで合意した。

- 3) 本プロジェクトの成果であるモデル及びグッドプラクティスは、BAPPENAS が PRSP 等計画・政策策定におけるモデルとして活用する形で、フィードバックすることとする。

(2) 代替案の説明

3) のモデル開発については、BAPPENAS と CBO コンソーシアム³ の連携、業務の分担に基づき、日本側で 2 案作成した旨⁴ 説明し、インドネシア側の方向性を聴取した。プロジェクト開始当初より B 案を行うことは、CBO との連携の経験が蓄積していない段階では困難であり、パイロット事業を実施する過程で、コンソーシアムが確立していき、一定の権限を委譲することができるようになった場合として整理することとした（すなわち JICA-CEP が業務委託していた既存のコンソーシアムに対し、プロジェクト開始当初より JICA と同様に委託することとはせず、本プロジェクト実施の過程でコンソーシアムが成立してきた場合等に、委託を検討する）。

(3) プロジェクト概要

1) プロジェクト概要

協議の結果、プロジェクトの概要（上位目標、プロジェクト目標、成果、活動）について暫定的に合意を得た（別紙 4．PDM 案 参照）。

2) パイロット事業対象地域の選定

パイロット事業対象地域については、今後事前評価調査及び立ち上げ専門家派遣期間にインドネシア側と調査、協議しながら選定を行っていくこととし、以下の基本的な原則のみ合意した。

- a) インドネシア側にて事業実施地域の地方政府の同意及びコミットメント取り付けが可能な地域
- b) 治安上問題のないと判断される地域
- c) 有能なファシリテーターとしての人材が適当数存在する地域
- d) インドネシア側にて地方自治体からの財源／人員配置が確保される地域

3) CBO 選定基準

詳細は上記の事業対象地域と同様、今後の協議によって定めることとし、以下の点につき、原則合意した。

- a) NGO の場合、財団法に基づいて設立され、活動していること

3. 複数の CBO によって構成される組織。JICA の CEP では遠隔地の事業実施の際、業務の一部を委託していた。本プロジェクトでも BAPPENAS の事業実施能力を勘案し、事業実施能力強化に比重を置いた協力を行う場合に、一部業務を委託することを検討していた。

4. 代替案の主な相違は、地方のプラットフォームに委託する形でパイロット事業を実施し、BAPPENAS 自体のコミュニティー開発事業実施能力向上に力点を置かず、CBO の能力及び連携強化に主眼を置くかという点であった。

- b) JICA-CEP 等コミュニティー開発事業実施経験があること
- c) 活動の主目的が宗教、民族、政治及び軍事的なものでないこと

2-3 インドネシア側実施体制

(1) 実施機関／担当部局：国家開発企画庁インターセクター地域開発協力局（KPSD）

次のステアリング・コミッティー（steering committee）設立以降、Bambang 副大臣令業務分掌決定書（Surat Keputusan：SK）を作成し、インターセクター開発協力局職員の役割を明確にし、プロジェクトへの参加と協力を促進する。プロジェクトの実施運営に関しては、Pimpro（事業責任者）、Sekretariat（運営委員会）、Benpro（グループ長）、PO（プロジェクトオフィサー）を配置する人事発令を行う。

また、インドネシア側の窓口は BAPPENAS に一元化し、関係機関の調整はすべて BAPPENAS が行うこととした。

(2) ステアリング・コミッティーの設立

本プロジェクトでは BAPPENAS をカウンターパート（C／P）とするが、CBO 連携及び人材育成の面で SETNEG、地方自治体との調整・コミュニティー開発事業実施の面で MOHA が参加。関係機関にてステアリング・コミッティーを設立する予定（以下現地調査時にインドネシア側より聴取した案）。また、本プロジェクトでは SETNEG、MOHA とのコラボレーションが不可欠であるため、省庁間の連携合意書の締結を予定している（SK antar Department／起案者 BAPPENAS 副大臣、合議 SETNEG、MOHA それぞれ同レベルの管理職）。

BAPPENAS	Tatag 大臣顧問	エスロン 1（Pimpinan Project）
SETNEG	Husein 大臣顧問	エスロン 1
MOHA	Suman 総局長	エスロン 1
CBO	追って検討	
JICA		

(3) プロジェクト実施のタスク（Sekretariat）

ステアリング・コミッティーのほか、実際の実務担当者により運営委員会（Sekretariat）が設置される。本ステアリング・コミッティー及び Sekretariat については Pimpro（事業責任者）より業務分掌決定書が発令される。

BAPPENAS	Pung	エスロン 3（Ketua Sekretariat）
SETNEG	Widharma	エスロン 3
MOHA	Wahyu	エスロン 3

(4) 地方政府との関係

JICA-CEPにおいては、事業重複の回避も含めて、地方自治体との情報共有を適宜行っている旨説明すると、今回も地方自治体と計画から評価のプロセスまで共有したいとの要望があった。当方より、地方自治体との調整はMOHAの所掌事項であるが、日本側はBAPPENASのみを窓口とし、BAPPENASがMOHAを通じ、調整を行うのであれば、参加は適切である旨回答した。ただし、地方自治体を直接の支援対象とするか否かは今後の調査によるものとするものの、既にMOHAにて「地方行政人材育成プロジェクト」「地域開発政策支援プロジェクト」を実施しているため、可能な限り重複を避ける意味でも、本プロジェクト（モデル開発）は中央官庁とCBOを中心にする意向である旨説明した。

(5) インドネシア側負担

技術協力プロジェクト実施にあたり、あらかじめBAPPENASでは2004年度の予算申請を行っている。現時点では概算であるが、10%にあたるC/Pバジェットと管理費を予算計上している。ただし、現時点では、このC/Pバジェットについては、討議議事録(R/D)締結後に正式に技術協力プロジェクトそのものがBAPPENASの分掌に追加されるため、具現化はR/D締結以降となる模様。そのほか、上記連携合意書を締結後、SETNEG、MOHAは本プロジェクトに係るC/Pコストをそれぞれが申請をすることが可能となる。

その他、プロジェクト事務所の提供等、負担事項について確認した。パイロット事業実施について、インドネシア側と日本側で妥当な割合にて事業費分担を行うこととした。

2-4 インドネシアにおけるコミュニティ開発、NGO連携の現状把握

各機関からのヒアリングのほか、インドネシアにおけるNGO連携、コミュニティ開発関連プロジェクトについて、ローカルコンサルタント（Institute for Social and Economic Research, Education & Information）に委託し、調査を実施した（別添2-1 調査要約（和文）及び別添2. 調査結果 参照）。

2-5 現地調査（JICA-CEPプロジェクトサイト視察及びワークショップ）

BAPPENAS及びSETNEGのプロジェクト担当者とともに、マカッサル、クバン、ゴロンタロに手本プロジェクトの計画案について、地方政府、地方のCBOよりワークショップ形式で意見聴取した。また、同時に、JICA-CEP、「スラウェシ貧困対策支援村落開発プロジェクト」、他ドナーのプロジェクトサイトを訪問し、それぞれの特色について議論した（詳細は別紙5. 参照）。

別紙 1. 調査日程

別紙 2. 主要面談者リスト

別紙 3. プロジェクトフレームワーク概念図

別紙 4. PDM 案

別紙 5. ワークショップ・セミナー結果一覧

別添 1. ミニッツ

別添 2. ローカルコンサルタント調査結果〔インドネシアのコミュニティー開発（エンパワーメント）、NGO 連携〕

別紙１．調査日程

日順	月 日	曜日	移動と業務	宿泊／備考
1	7月13日	日	成田発 JL715 (11:05) - ジャカルタ着 (16:30)	ジャカルタ
2	7月14日	月	午前：関連ドナー表敬・協議〔世界銀行・国際協力銀行 (JBIC)〕・JICA インドネシア事務所協議 午後：NGO 表敬 (Bina Swadaya、YAPPIKA)	ジャカルタ
3	7月15日	火	国家開発企画庁 (BAPPENAS)・国家官房庁 (SETNEG)・内務省 (MOHA) 等関係省庁表敬・協議	ジャカルタ
4	7月16日	水	BAPPENAS協議〔コミュニティー・エンパワーメント・プログラム (CEP) 概要・インドネシア側負担事項・実施体制〕	ジャカルタ
5	7月17日	木	BAPPENAS 協議 (ミニッツ協議)	ジャカルタ
6	7月18日	金	午前：ミニッツ署名 午後：JICA インドネシア事務所・在インドネシア日本国大使館報告 総括 ジャカルタ発 - ケニア別件調査へ	ジャカルタ
7	7月19日	土	午前：ジャカルタ発 - マカッサル (南スラウェシ) 現地住民組織 (CBO) フォーラム (FIK-ORNOP) 協議	マカッサル
8	7月20日	日	JICA-CEP サイト・スラウェシ貧困プロジェクト・JBIC プロジェクトサイト	マカッサル
9	7月21日	月	合同ワークショップ 午後：コミュニティー開発政策団員 ウジュンパンダン発 GA637 (16:15) - ジャカルタ着 (17:25) 協力企画団員 - 東ティモール別件調査へ ウジュンパンダン発 GA602 (16:50) - デンパサール着 (18:00)	ジャカルタ
10	7月22日	火	現地委託調査契約交渉	ジャカルタ
11	7月23日	水	現地委託調査契約交渉 BAPPENAS、SETNEG 協議	ジャカルタ
12	7月24日	木	BAPPENAS、SETNEG 協議	ジャカルタ
13	7月25日	金	ジャカルタ発 - クバン着 現地 NGO (WOMINTRA、INCREASE) 協議	クバン
14	7月26日	土	合同ワークショップ 現地 NGO (YAO) 協議・JICA-CEP サイト視察	クバン
15	7月27日	日	関連プロジェクト視察 クバン発 - ジャカルタ着	クバン
16	7月28日	月	BAPPENAS、SETNEG 協議	ジャカルタ
17	7月29日	火	ジャカルタ発 - グロントロ着 現地 NGO (LP2G) 協議	グロントロ

日順	月 日	曜日	移動と業務	宿泊／備考
18	7月 30日	水	ゴロンタロ州知事表敬 合同ワークショップ ゴロンタロ ― マカッサル FIK-ORNOP との協議	マカッサル
19	7月 31日	木	南スラウェシ州 BAPPEDA 表敬	ゴロンタロ
20	8月 1日	金	現地調査報告 (JICA インドネシア事務所)・現地委託調査の進捗確認	ジャカルタ
21	8月 2日	土	セミナー準備	ジャカルタ
22	8月 3日	日	資料整理	ジャカルタ
23	8月 4日	月	セミナー準備・現地委託調査取りまとめ	ジャカルタ
24	8月 5日	火	セミナー準備・現地委託調査取りまとめ	ジャカルタ
25	8月 6日	水	BAPPENAS 協議	ジャカルタ
26	8月 7日	木	合同セミナー	ジャカルタ
27	8月 8日	金	JICA インドネシア事務所・在インドネシア日本国大使館報告 ジャカルタ発 JL716 (23:55) ―	
28	8月 9日	土	― 成田着 (9:10)	

別紙 2 . 主要面談者リスト

1 . BAPPENAS(Directorate for Sectoral & Regional Development Cooperation)

Mr. Tatag Wiranto, Minister Expert Staff for People Welfare and Social Justice

Mr. Ir. Pung Parmadi, M.Si

Mr. Arief Setyadi, Staff

Mr. Yudianto, Staff

Mr. Defyan Cori, Staff

2 . SETNEG (State Secretariat)

Mr. SH Suropto, Head, Bureau for NGO collaboration

Mr. Widharma Raya Dipodituro, Division Head, Division of Foreign Private Organization & Cultural Cooperation Bureau for International Technical Cooperation

Mr. Johar Arhirs, Division of Cultural Cooperation

Ms. Betty Manurung, Division of Bilateral Cooperation

Mr. Dedy N, Division of Foreign NGO Collaboration

Mr. Abdul Mu'lis, Division of Cultural Cooperation

3 . Ministry of Home Affairs

3 - 1 PMD (Director General of Village and Community Empowerment (DGVCE))

Drs. K Paembonan, Secretary

Mr. A Lumban Gaol, Staff, Planning Division, DGVCE

3 - 2 BANDA (Directorate General of Regional Development)

Drs. Kun Wildan, Head, Sub Directorate

Drs. Dindin Wahidin, M.Si, Head, Subdivision of Foreign Aid Administration & Coordination, Division of Planning of Secretary

Mr. Eka Basakarahadi, Head of Sub Directorate of Underdevelopment

Mr. Wahyu Suharto, Headm Sub Directorate of Underdeveloped Area

Ms. Kartika Listriana, Senior Staff, Planning Division

4 . 世界銀行

Ms. Janet, I. Hohen, Sector Coordinator for Human Development (医療・教育・社会保護担当)

Mr. Aniruddha Dasgupta, Sector Coordinator Infrastructure (都市上水・交通・都市貧困担当)

5. JBIC

佐藤ジャカルタ首席駐在員

中川ジャカルタ駐在員

Mr. Sukasah Syahdan, Research/Analyst

6. Bina Swadaya

Mr. Bambang Ismawan, President

Mr. Setyo Budiantoro, Assistant of Chairman

7. YAPPIKA

Ms. Elizabeth Program Manager, Community Empowerment

8. 南スラウェシ州

FIK-ORNOP 事務局長 Mr. Ashar Arsha

9. 東ヌサテンガラ州

Womintra 会長 Ms. Susy Katipan

INCREASE 事務局長 Mr. Fary Dj Franscis

Yayasan Alfa Omega Mr. Solaeman Detang

BAPPEDA Tingkat-I Mr. Agus Bebo

PMD 局長 Mr. Mundus

10. ゴロンタロ州

LP2G 事務局長 Mr. Arusdin Bone

州知事 Mr. Fadel Muhammad

BAPPEDA 局長 Mr. H.Nurdin Mokoginta

11. 在インドネシア日本大使館

秋元公使

12. JICA 派遣専門家

谷本専門家（地域開発政策支援：内務省地域開発総局派遣）

佐久間専門家（地域開発政策支援：南スラウェシ州内務省地域開発総局派遣）

榎本専門家（地方行政人材育成：内務省援助調整局派遣）

杉永専門家（地方行政人材育成：南スラウェシ州内務省援助調整局派遣）

伊藤専門家（援助調整：BAPPENAS 派遣）

西谷専門家（ジェンダー：女性エンパワーメント省派遣）

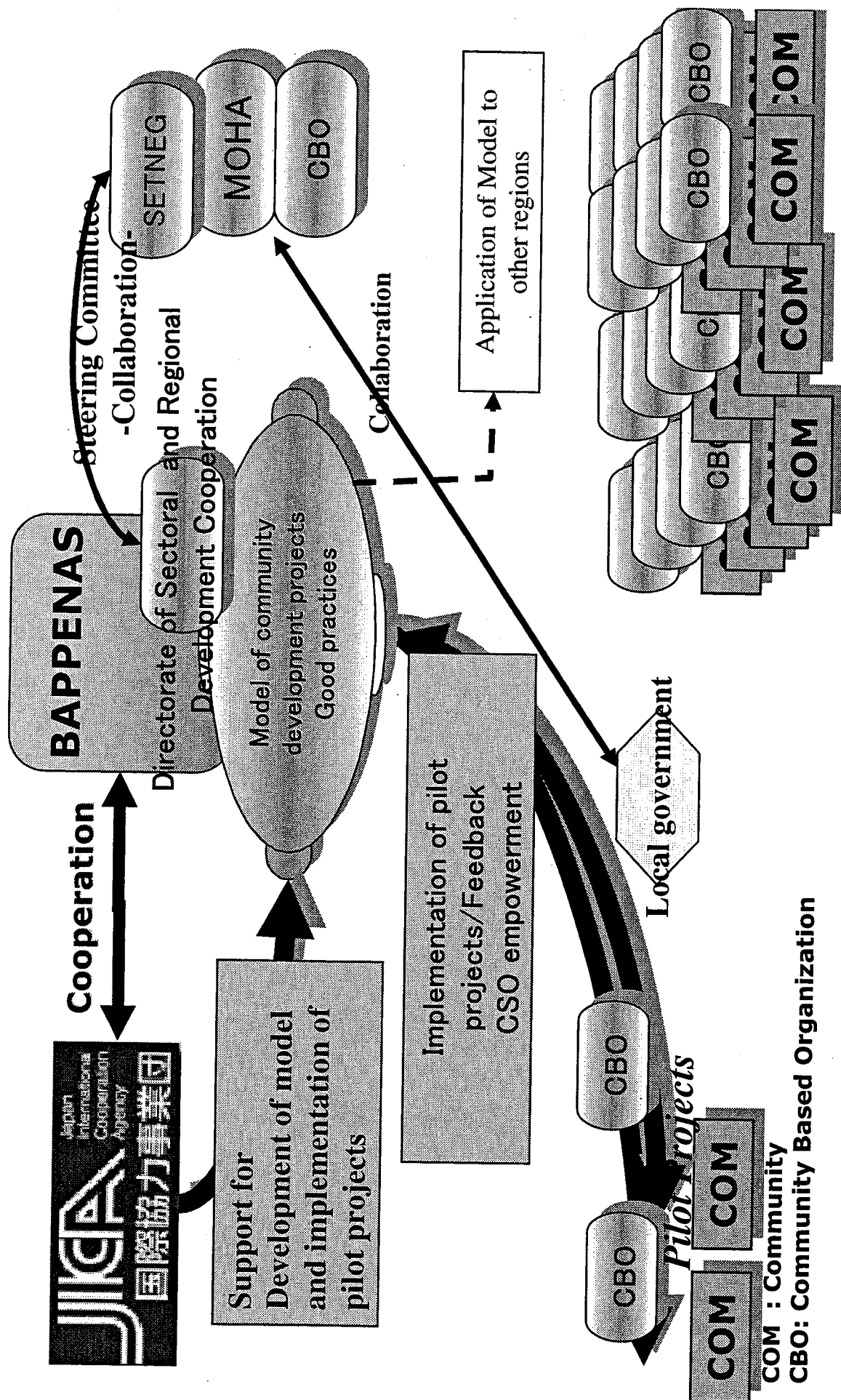
13. JICA インドネシア事務所

加藤所長

大竹次長

福永企画調査

Framework of the Project



Project Design Matrix (Draft)

Project Title : Community Empowerment Program with Civil Society in Indonesia
 Implementing Agency: Badan Perencanaan Pembangunan Nasional (BAPPENAS)

Period : 2003~ (years)

Date : 2003

Target Group: the staff concerned of BAPPENAS and relevant institutions, CBO operating in model project sites

Narrative Summary		Objectively Verifiable Indicators		Means of Verification	Important Assumptions
Overall Goal The policy and projects of community development will be formulated and implemented with participatory approach, which accelerates through collaboration amongst community based organizations (CBO) and government.	changes of policy and project after project implementation from the point of view of participatory approach situation of improvement of collaboration with CBO and government		official documents interview with government official, CBO	Policy and system relating to community development/empowerment and NGO will be stable or become progressive.	
Project Purpose The model of collaboration with CBO will be improved in the area of community development	situation of improvement of collaboration with CBO and government			The staff of BAPPENAS and NGO is positive to implement community development projects.	
Outputs 1. The BAPPENAS and relevant institutions, CBOs concerned with the Project will improve their participatory approach for community development. 2. Pilot model for community development will be demonstrated and jointly implemented based on the 'Community Empowerment Program' (which has been implemented by JICA since 1997) and community empowerment programs implemented by the government of Indonesia. 3. The good practices of community development projects will be accumulated through above-mentioned mechanism.					
Activities 1. Promoting the participatory approach for community development 1-1 Conducting seminar/workshop toward the relevant staffs of BAPPENAS and relevant institutions on participatory approach for community development 1-2 Understanding on CEP and other related projects implemented by other donors in the field of community development 2-1. Preparation and pilot model for community development project 2-1-1 Basic research for development of model for community development project 2-1-2 Formulation of pilot model for community development projects 2-1-3 Producing guidelines and manuals necessary for implementing projects 2-1-4 Conducting seminar/workshop on the mechanism, guidelines and manuals described above 2-1-5 Providing support for socialization on the model towards relevant parties 2-2. Implementation of pilot projects thorough model The management of pilot projects will include the followings;	Inputs [Japanese side] 1. Dispatch of expert; Long-term expert (1), Short-term experts 2. Cost sharing for local activities (cost for projects, seminar/workshop) 3. Provision of machinery and equipment 4. Counter-part training 5. Supporting staffs [Indonesian side] 1. Personnel Director (BAPPENAS) Coordinator (BAPPENAS) Management Staff (BAPPENAS) Local Counterparts (local government)		1. Appropriate number of staff with appropriate experiences is assigned to this project. Preconditions 1. The BAPPENAS keeps playing pivotal role in community development/empowerment. 2. The BAPPENAS has appropriate human resources and budget allocation to implement model projects. 3. Demand for services of NGO exists in the prospect of community development policy and projects in Indonesia. 4. The BAPPENAS coordinate relevant authorities in implementing the Project.		

<ul style="list-style-type: none"> - formulation of projects - examination of proposal for projects - making necessary arrangement for projects (contract, settlement of cost, payment, procurement of goods) - implementation of projects - monitoring and evaluation of projects 2-2-1 Implementing pilot project 2-2-2 Seminar/training course on the necessary skills for management and facilitation of pilot projects 2-2-3 Monitoring of pilot projects 2-3 Adjustment of the model 2-3-1 Evaluation on the result of the pilot project mentioned in (3) 2-3-2 Modifying the model, guidelines and manuals based on the evaluation 	<p>Local Counterparts (NGO)</p> <ul style="list-style-type: none"> 2. Land, buildings and facilities (including electricity, water supply, sewage and telephone lines) Central Office 3. Cost sharing for local activities (cost for projects, seminar/workshop) 4. Operational expenses and management cost 	
<p>3 <u>Feedback of good practices and model mechanism to community development policy/projects in Indonesia</u></p> <p>3-1 <u>Analysis of good practices and model mechanism accumulated in the project</u></p> <p>3-2 <u>Analysis of similar good practices and model other donors have developed through their activities</u></p> <p>3-3 <u>Feedback of the result of analysis to community development policy/projects</u></p> <p>3-4 <u>Advice for formulating strategy to utilize the model after the completion of the Project</u></p>		

	目 的	概 要 (参加者・対象者、プレゼンテーション内容)	成 果 (期待される効果)	結 果
ワークショップ① 7月20日 於マカッサル	技術協力プロジェクト実施の妥当性を確認するとともに、地域のステークホルダーからプロジェクト実施の理解を得る。	1. 南スラウェシ州政府、JICA事業に参加経験のあるローカル NGO 2-1 国家開発企画庁 (BAPPENAS) 担当者と調査団の合同により JICA-CEP による成果の検証を行う (ヒアリング調査を実施)。 2-2 ステークホルダーに対しミニッツで同意されたプロジェクトデザインを啓発する。	JICA-CEP についての正しい理解を得ることによりプロジェクトのツールとしての認識が向上する。 技術協力プロジェクト実施の妥当性が確認されることにより、地域のステークホルダーの事業への参加を促進する。	BAPPENAS-JICA 合同の地方セミナーのあり方についての意見交換が行われ、ワークショップ Agenda を作成し、クバン・ゴロンタロにおける地方ワークショップに活用した。 地域主導で実施する旨の強い要望を受け、同時に地方の NGO/住民組織 (CBO) のポテンシャルを確認した。
ワークショップ② 7月24日 於ジャカルタ	ファシリテーターに対する理解と認識を高め、適正な現地調査の実現を促進する。	1. BAPPENAS (カウンターパート (C/P)) 及び SETNEG、内務省 (MOHA) の技術協力プロジェクト実施関係者 2. ファシリテーター研修の実施。 (テーマ: 自己意識の改善)	ファシリテーター能力が向上する。プロジェクトに対するかかわり方が改善する。	関係者が多忙なため、ワークショップ形式での指導は行わなかったが、フィールド調査における留意事項についての再確認を適宜実施した。
ワークショップ③ 7月26日 於クバン	コミュニティ開発における市民社会の役割を把握することとで地域のステークホルダーからプロジェクト実施の理解を得る。	1. 東ヌサタエンガラ州政府及び地域の NGO (JICA 事業に参加経験のあるローカル NGO を含む) 2-1 BAPPENAS 担当者と調査団の合同により JICA-CEP による成果の検証を行う (ヒアリング調査を実施)。 2-2 ステークホルダーに対しミニッツで同意されたプロジェクトデザインを啓発する。 (テーマ: ファシリテーターの役割)	JICA-CEP についての正しい理解を得ることによりプロジェクトのツールとしての認識が向上する。 技術協力プロジェクト実施の妥当性が確認されることにより、地域のステークホルダーの事業への参加を促進する。	10 団体の NGO 及び州開発計画局 (BAPPEDA) に対し事業の説明を行い、理解を得た。 なお、中央指導の実施体制についての留意事項も提言された。 JICA-CEP の成果を BAPPENAS、国家官房庁 (SETNEG) が確認し、参加型開発手法による事業についての理解と認識が向上した。

	目 的	概 要 (参加者・対象者、プレゼンテーション内容)	成 果 (期待される効果)	結 果
ワークショップ④ 7月30日 於ゴロンタロ	コミュニティーニーズを把握すると同時に、地域のステークホルダーのプロジェクトへの参加を促す。	1. ゴロンタロ州政府及び、地域のNGO (JICA 事業に参加経験のあるローカルNGOを含む) 2-1 調査団及びBAPPENAS (C/P 及び SETNEG、MOHAの技術協力プロジェクト実施関係者の合同によりゴロンタロ州のコミュニティー開発問題分析を行う。 2-2 ステークホルダーに対しミニッツで同意されたプロジェクトデザインを啓発し、想定される実施体制を確認する。 (テーマ：コミュニティーとは?)	コミュニティー、ファシリテーターに対する正しい理解を得ることにより、技術協力プロジェクト実施への参加を促進する。 地域のニーズが確認される。	30名がワークショップに参加し、今後の事業についての理解を深めた。 ゴロンタロ州でのNGOの活躍が新しいと、絶大なる州知事のリーダーシップで開発が進められているなどの地域特性を理解した。
セミナー 8月4日 於ジャカルタ	技術協力プロジェクト実施の妥当性をプロジェクトに係るすべてのステークホルダーで確認する。	1. BAPPENAS、SETNEG、MOHA、NGO、JICA 専門家、調査団の技術協力プロジェクト実施関係者 2-1 事前調査団調査報告 (総括) 2-2 BAPPENAS、SETNEG、MOHA/CEP 検証報告 (ツールの分析) 2-3 基礎情報調査報告	参加型手法を用いて、インドネシア市民社会の参加によるコミュニケーション開発プロジェクト事前評価調査結果(案)の検証を行うことにより、調査内容の妥当性、現実性が向上する。	40名を超える参加者の出席の下、事前調査団の調査結果についての意見交換が行われ、事業実施に向けてのBAPPENASの役割、責任について明確になった。 8月下旬までにステアリング・コミッティーを設立するが、そのプロセスについては広くCBOの意見を取り入れると発表した。 シヨートノテイスでありながら調査団が訪問した団体からの出席もあり、レベルの高い参加が確認できた。

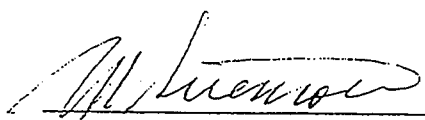
MINUTES OF MEETINGS
BETWEEN THE JAPANESE PREPARATORY STUDY TEAM
AND THE AUTHORITIES CONCERNED OF THE REPUBLIC OF INDONESIA
ON THE JAPANESE TECHNICAL COOPERATION
FOR COMMUNITY EMPOWERMENT PROGRAM WITH CIVIL SOCIETY IN
INDONESIA

The Japanese Preparatory Study Team (hereinafter referred to as "the Team") organized by the Japan International Cooperation Agency (hereinafter referred to as "JICA"), headed by Mr. Mitsuru SUEMORI visited the Republic of Indonesia from July 13th, 2003 to August 8th, 2003 for the purpose of discussing the implementation of Community Empowerment Program with Civil Society in Indonesia.

During its stay in the Republic of Indonesia, the Team exchanged views and had a series of discussions with the Indonesian authorities concerned in respect of desirable measures to be taken by both Governments for the successful implementation of the Project.

As a result of the study and discussions, both parties have agreed to recommend their respective governments the matters referred to in the document attached hereto.

Jakarta, July 18th, 2003

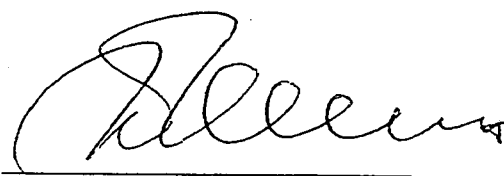


Mr. Mitsuru SUEMORI

Leader

Preparatory Study Team

Japan international Cooperation Agency BAPPENAS



Ir. Tatag Wiranto

Minister Expert Staff for People

Welfare and Social Justice

Attached Document

I. Purpose of the Study

The purpose of the study is as follows;

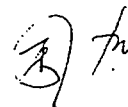
- to identify the purpose, background, necessity and justification of the Project,
- to discuss and confirm the outline, content, implementation system, and commitment from Indonesian side for the Project,
- to collect the related data and information on the activities, systems and relating to the community development and empowerment of Community Based Organization (CBO) by the Badan Perencanaan Pembangunan Nasional (National Development Planning Agency, hereinafter refereed to as "BAPPENAS"), other institutions and agencies, donors concerned,
- to share information and understanding on JICA's Community Empowerment program through the visit to the sites of Community Empowerment Program (hereinafter refereed to as "CEP") and hold the workshops on the CEP and the Project, together with the relevant authorities for encouraging participatory process management for formulation of the Project,
- to evaluate the expected achievement of the Project through the activities above-mentioned.

II. Background of the Project

The both sides confirmed the background of the Project as described in ANNEX-1.

III. Schedule of the Study

The team member of community development policy will proceed to further studies in Indonesia until 8th August 2003. If both sides deem it necessary, JICA will dispatch the short-term expert to prepare the detailed plan and schedule for the Project.



IV. Necessity of Technical Cooperation Project

Indonesian side explained the Team the necessity of this technical cooperation project as follows;

- the BAPPENAS plays critical role in plan/policy making and coordination of related activities in community development and CBO empowerment fields in order to cope with the responsibility specified in the National Development Program (PROPENAS, 2000-2004) and the Poverty Reduction Strategy Paper (PRSP).
- this Project is expected to demonstrate mechanism of community development projects in collaboration with CBO with participatory approach toward the BAPPENAS and other ministries such as Ministry of Home Affairs (MOHA) and State Secretariat (SETNEG).
- The BAPPENAS will formulate the policy and program to apply the process and output of the Project for the following purposes;

To improve network and collaboration between government and CBOs regarding community initiatives.

To improve the capacity of the community to determine their own program in line with their conditions and to mobilize local resources to sustain local economic development, and to manage the development activities as well as they can and they need.

To increase self-sufficiency of the CBOs regarding the funding, network, organizational management, planning, and sustainable organization activities.

V. The Framework of the Project (Tentative)

The framework of the Project was tentatively agreed by both sides and will be elaborated and finalized around November 2003 through further studies by Japanese side and continual discussion between both sides.

1. The title of the Project

"Technical Cooperation for Community Empowerment Program with Civil Society in Indonesia"

The title of the Project might be changed after further discussions.



2. Project Target

Direct Target: the staff concerned of BAPPENAS and relevant institutions

CBO operating in pilot project sites

NOTE: The relevant institutions will include the MOHA, SETNEG.

Indirect Target: community in model project sites

NOTE: In the context of the Project, the CBO is defined as organization that will collaborate with the BAPPENAS and relevant institutions in implementation of community development projects through participatory approach, for example, non-governmental organization (NGO). It includes the consortium of the CBOs.

3. Overall Goal

The policy and projects of community development will be formulated and implemented with participatory approach, which accelerates through collaboration amongst CBO and government.

4. Project Objectives

The model of collaboration with CBO will be improved in the area of community development.

5. Expected Outputs

(1) The BAPPENAS and relevant institutions, CBOs concerned with the Project will improve their participatory approach for community development.

(2) Pilot model for community development project will be demonstrated and jointly implemented based on the 'Community Empowerment Program' (which has implemented by JICA since 1997) and community empowerment programs implemented by the government of Indonesia.

(3) The good practices of community development projects will be accumulated through above-mentioned model.

6. Activities

(1) Promoting the participatory approach for community development

(1-1) Conducting seminar/workshop toward the relevant staffs of BAPPENAS and relevant institutions on participatory approach for community

development

(1-2) Understanding on CEP and other related projects implemented by other donors in the field of community development

(2) Preparation of pilot model for community development project

(2-1) Basic research for development of model for community development project

(2-2) Formulation of pilot model for community development projects

(2-3) Producing guidelines and manuals necessary for implementing projects

(2-4) Conducting seminar/workshop on the mechanism, guidelines and manuals described above

(2-5) Providing support for socialization on the model towards relevant parties

(3) Implementation of pilot projects thorough model

The management of pilot projects will include the followings;

- formulation of projects

- examination of proposal for projects

- making necessary arrangement for projects (contract, settlement of cost, payment, procurement of goods)

- implementation of projects

- monitoring and evaluation of projects

(3-1) Implementing pilot project

(3-2) Seminar/training course on the necessary skills for management and facilitation of pilot projects

(3-3) Monitoring of pilot projects

(4) Adjustment of the model

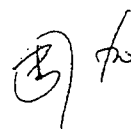
(4-1) Evaluation on the result of the pilot project mentioned in (3)

(4-2) Modifying the model, guidelines and manuals based on the evaluation

(4-3) Advice for formulating strategy to utilize the model after the completion of the Project

VI. Duration of the Project

The duration of the Project is estimated about three (3) years from 2003, if the Project is considered to be justified as a result of the survey. The date of the Project's commencement is to be clarified in the Record of Discussions



(R/D).

VII. Criteria of selection of pilot project sites

Both sides agreed the criteria of selection of model sites. The details of model sites will be determined after further survey.

1. Criteria of selection of the pilot sites

(1) Consent and commitment of local governments

The Indonesian side will secure the consent and commitment of local governments to implement a project in his/her territory and make necessary arrangement.

(2) Security Conditions

The site will be selected among those identified as safe and secured.

(3) Human resources of facilitator

The site has appropriate number of competent facilitators who has got training on participatory development.

(4) Budget Allocation and staff assignment from local government

The Indonesian side will secure appropriate allocation of budget and staff for pilot project by the local government.

VIII. Organization of the Project (Tentative)

The details of arrangement and procedures for implementing the Project will be formulated through further studies by Japanese side and continual discussion between both sides.

1. Implementing agency of the Project

BAPPENAS

2. The directorate in charge of the Project

Directorate of Sectoral and Regional Development Cooperation

3. Basic principle for selecting CBO(s) as the partner of the pilot project

(1) The CBO(s) is organization;

- which are duly organized and operating under the relevant laws and regulations in Indonesia, in case of non-governmental organization (Yayasan).
- which has experiences in community development projects such as CEP.
- whose main purpose is not religious, ethnic, political and military.

3. Administration of the Project

(1) Coordination mechanism in Indonesian side

For the smooth implementation of the Project, the Directorate of Sector and Regional Development will make all the necessary arrangement for coordination among the relevant organizations such as the SETNEG, the MOHA, local governments and CBO and notice the Japanese side the result of coordination on its demand.

For this purpose, BAPPENAS and the relevant institutions will establish the steering committee. The composition, role of each relevant institution, function of the steering committee will be decided by the end of August, and informed of the Team through JICA Indonesia Office.

(2) The Joint Coordinating Committee

For the effective and smooth implementation of the Project, the Joint Coordinating Committee will be established. The composition and function of the Coordinating Committee will be decided by further discussions.

IX. Measures to be taken by both sides (Tentative)

1. Japanese side

- (1) Dispatch of expert; Long-term expert, Short-term experts
- (2) Cost sharing for the Project activities (cost for pilot projects, seminar/workshop, monitoring and evaluation, empowerment of CBO)
- (3) Provision of machinery and equipment (if necessary)
- (4) Counter-part training
- (5) Supporting staffs
- (6) Operational expenses and management cost

2. Indonesian side

(1) Personnel

Director (BAPPENAS).

Coordinator (BAPPENAS)

Project Staff (BAPPENAS/the relevant institutions/CBO)

Local Counterparts (local government)

Local Counterparts (CBO)

(2) Land, buildings and facilities (including electricity, water supply, sewage and telephone lines)

Central Office

(3) Cost sharing for Project activities (cost for pilot projects, seminar/workshop/ monitoring and evaluation, empowerment of CBO)

(4) Operational expenses and management cost

3. Cost sharing of pilot project budget

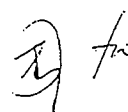
For developing sustainable model of community development project, both sides agreed to share the cost of pilot projects at the appropriate ratio. The details will be decided by further discussion.

X. Procedure for signing of the Record of Discussion

Both sides agreed that the Record of Discussion would be signed by the Resident Representative of JICA Indonesia Office and the Director of Directorate of Sector and Regional Development Cooperation, as soon as the contents of R/D would be mutually agreed.

XI. Draft Project Design Matrix (PDM) and Plan of Operation (PO)

PDM and PO will be formulated after further discussions, study and survey until the R/D would be signed.



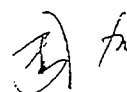
ANNEX-I Background of the Project

Over the past several years, the republic of Indonesia has seen drastic change on the role of Non-Governmental Organizations (NGOs) in the development activities. The NGOs (or LSM in Indonesia) has been recognized as important actors in grassroots development with their flexibility, closeness to the people and community, and community organizing efforts.

Community initiatives through NGOs and civil society have shown much higher intensity in local and other kinds of development, including political, social, cultural, and economic development. These situations are triggered by the limitation of government capacity to provide development resources due to economic and multi-dimensional crises since 1997.

At the same time, the government of Indonesia is assumed that the era of top-down and centralized approach toward development has come to its end by the implementation of local autonomy and decentralization (Law No. 22, 1999 and Law No. 25, 1999). It is also accentuated by the coming of period of reform since 1998, requiring transparency and active participation of the civil society in order to enhance the power of local community in the process of political, social, cultural, and economic development.

Further fact that the new national development framework which is pro-poor growth and community-development-oriented is directed toward broadening access for the community and all its institutions or organizations to exercise and express their rights for an increased social, economic, and political living conditions. Therefore, community development policy shall secure the broad participation of civil society and be implemented through community empowerment approach and community empowerment program.



The community, however, has been entrenched in the sense of powerlessness due to a limited access, lack of knowledge and skill, broad poverty, and government reluctance to share its authority and resources to the community, or strong economic consortium to the weak ones. Participatory community development approach is an approach and initiatives to empower the community so that National Development Program (PROPENAS) of 2000-2004 has identified some agenda to enhance community empowerment as follows program, 1. Community Organization Strengthening Program, 2. Empowerment of the Poor Program, 3. Community Self-sufficiency Strengthening Program.

It is consequently that the subjects of community development program are the community itself and civil society organizations with government as its facilitator. Below are some important problems in terms of community development are:

Lack of network and collaboration between government and civil society.

Limited government capacity to mobilize resource to support community development.

Limited management and organizational as well as resource mobilization capacities of the civil society organization (CBO) in community empowerment activities, which hamper program sustainability and organization self-sufficiency.

Limited community capacity to sustain local economic development.

Lack of institutional network and community access to facilitate civil society organizations to manage sustainable local economic development.

From description above, also be taken from national symposium with topic "Role of Non Government Organization in Community Development" held in Makasar, 1-3 November 2002 organized by FIK-ORNOP South Sulawesi collaboration with JICA Indonesia. The symposium participants gave support to BAPPENAS tremendously to conduct the program of Community Development in Indonesia. The recommendations of the symposium are:



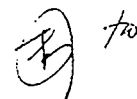
It is important and urgent to discuss concretely the formulation of "pattern mechanism relationship among government, NGO, donor, and community" by principles fairness, equality, transparent, and accountable in order to realize program cooperation synergy and sustainable.

It is important and urgent to formulate the program as detail as possible, which can create facilitator who good performance, credible, and capable in carry out philosophy and methodology of community development.

The existing of NGO from the context of partnership with JICA, it is important for the NGO to develop themselves (in terms of institutional and human resources) in order to fulfill the requirements from JICA perspective of community development.

It is necessary and urgent to see the changing of government policies (especially program management community empowerment related with JICA) with flexible and openly.

On behalf of the government of Indonesia, the BAPPENAS requested the JICA Technical cooperation assistant project named "Technical cooperation for Community Empowerment Program with Civil Society in Indonesia" for a comprehensive solution to this concerned problem.



別添 2. ローカルコンサルタント調査結果〔インドネシアのコミュニティ開発（エンパワメント）、NGO 連携〕

1. インドネシアにおける NGO の概要

インドネシアでは、古くは 1960 年代から、村落開発、家族計画等の分野で NGO が活動を行ってきた。NGO についての政府内での統一的な定義はなく、登録制度は複数存在するが、統一的に所掌する官庁もない。したがってその数も明確にはなっていないが、国家開発企画庁（BAPPENAS）によるとその数は 1 万 4,000 を超えているとのことである。

(1) 組織形態

NGO は大きく分けて、社会開発・市民自助組織（LPSM）（Community Self-reliance Development Institutions）と社会・市民自助組織（Community Self-reliance institutions or NGOS Lembaga Suwadaya Masyarakat : LSM）に分けられる。後者は、直接開発事業を実施する自立的なコミュニティを組織するコミュニティ組織であり、前者は、それら草の根レベルの組織の開発事業を促進する 2 次的組織である。前者には、ORNOP（Organisasi Non Pemerinta）も含まれている。

かつて、ソーシャル・セーフティーネット・プログラムにより形成された組織（緊急支援で設立した団体を含む）は、社会・市民活動グループ（Kelompok Suwadaya Masyarakat : KSM）と呼ばれている。後述する財団法によって設立された、財団（YAYASAN）は前者 ORNOP に含まれる。

(2) 活動内容（タイプ）

開発、慈善事業系、政府系、アドボカシー主体の NGO があり、アドボカシー型の NGO が最も最近に出現した形態である。

(3) 機能形態

ネットワーク型、インスティテューション型、事業実施（インプリメンテーション）型に分類される。ネットワーク NGO は、複数の NGO がネットワークを構築し、ドナーとそれら NGO との橋渡し役となり、地域・分野を問わずプロジェクトの形成、評価モニタリングを行う援助の出入り口機能を有す。さらに、近年では NGO の継続的活動を確保するために、開発協力のための資金調達を活動目的とした団体も増えておりシビル・ソサイエティー・オーガナイゼーション（Civil Society Resource Organization's : CSRO's）と称されている。インスティテューション NGO は調査・分析、セミナー運営等を行う。実施 NGO は州・県の草の根レベルで活動し、主に地元出身の有識者により設立・運営されている。これら実施 NGO は活動の範囲を広げるために各種フォーラム（NGO 情報ネットワーク）に登録し、ドナーやフィールドオ

フィサー、ファシリテーター発掘などの情報を得るなど活発である。

2. コミュニティー開発（エンパワーメント）及び政府と NGO のパートナーシップにおける政府の関与と政策

(1) 関連法規

インドネシア政府は、基本的に法規に基づいて、NGO への関与及び対応を行ってきた。これまでは、社会（住民）組織法〔Social (Community) Organization, Law Number 8/1985〕に規定されているとおり、特に政治活動の側面から、政府に反対し、騒擾を起こす可能性のあるものとして、政府により直接管理される対象である社会組織として位置づけてきた。

しかし、上記のとおり、NGO の活動が活発化し、社会的に認知されるにつれ、国策大綱 (GHBN) に「コミュニティのイニシアティブや参加」「コミュニティエンパワーメント」の促進が登場し、国家開発計画法 (PROPENAS) では、より明確にコミュニティの参加やエンパワーメントについて規定されるようになった¹。

2001 年に財団法 (Yayasan 法、Number 21/2001²が制定され、その組織及び運営の適正化が図られるとともに、上述の PROPENAS にその能力強化、行政における連携の促進が定められ、さらに、環境管理法 (Law No. 4/1984 : Environmental Management)、森林法 (Law No. 41/1999 : Forestry Law)³等、セクター関連の法律にもその役割が定められるようになっている。

(2) NGO の定義・役割及び機能

しかし、NGO と政府のパートナーシップにおける NGO の定義、機能及び役割について、政府内に共通の理解及び定義はなく、このことが、政府と NGO のパートナーシップモデル形成、所与の社会経済条件の下、いかに NGO を処遇するかの問題に影響を与えている。

(3) コミュニティー開発（コミュニティエンパワーメント）関連政策

ローカルコンサルタントの調査結果によると、インドネシアのコミュニティエンパワーメ

1. PROPENAS には以下が規定された、①コミュニティによる政府の意思決定（計画）、実施、監督プロセスへの積極的な参加の促進の必要性が規定され、そのために、②政府の目標を以下に定めること、a) 意思決定（計画）プロセス及び公共サービスの民主的なコミュニティ参加メカニズムの開発、b) コミュニティーイニシアティブ、能動的な役割及び参加の促進、③上記のコミュニティの参加を促進するため、政府のコミュニティエンパワーメント戦略政策は、自己決定権を保障し、かつ a) コミュニティー組織 (LSM、KSM) の強化、b) 情報及び資源開発へのアクセス権の保護及び促進、c) 法的基盤の形成及び確立を含めた、あらゆるセクターにおける開発に資する環境の整備、及びセクター及び組織間の協調及び協力を改善することによる規則の制定を含む。

2. 設立及び解散、組織構成等、財団の設立に、政府の一方的な規制を定めている一方、非営利セクターのグッドガバナンスを構築していると評価される。

3. 特に森林法は、政治的な意味での NGO を含むコミュニティの参加まで定められている先進的な法律といわれている。

ント分野での政策及び戦略は適切に形成されているとの評価である。コミュニティーエンパワメント分野における政府と NGO の協力については、インドネシア政府は幅広い分野での NGO 参加を求めている。

3. 政府機関の能力と行政機能

(1) 中央政府の機能

以下の3つの機関が、中央政府の管理及び行政機能を有している。

1) BAPPENAS

政策、プログラム立案及び予算配分、管理調整を担当。直接 NGO を担当する部局はあるが、政策及びプログラム、管理調整面を担当し、直接事業実施は行わない。

2) 国家官房庁 (SETNEG)

政府－NGO (特に海外の NGO との連携、海外と国内 NGO との連携) の連携の管理調整。海外からのドナーの支援、大統領及び SETNEG と NGO との関係の円滑化。

3) 内務省 (MOHA)

(BAPPENAS の政策に基づく) コミュニティーエンパワメント・プログラム (CEP) の実施機関。

各セクター官庁がそれぞれの事業の実施にあたる。

(2) コミュニティー開発 (エンパワメント)

上記のとおり、インドネシアの政府と NGO の連携は 1970 年代にさかのぼるが、大きく分けて3つの類型がある。①単にフィールドファシリテーターやコミュニティーとの仲介役としてプロジェクト実施における側面的役割を担うもの、②政府実施プロジェクトの管理 (モニタリング及び評価を含む) を行うもの、更には③政府と対等な立場に立ち、政策及びプログラムの計画策定についても参加するもので、政府は③を求めているが、まだその数は少なく、①の役割が中心である。また、実施段階の関与についても、政府のコミュニティーエンパワメント政策に基づいた事業を支援するという傾向が強いことは否定できない。

(3) 政府のコミュニティー開発 (エンパワメント) 事業における NGO の参加

政府のコミュニティー開発 (エンパワメント) 事業は、貧困削減、小規模農家参加促進、小規模産業開発、カンボン (kampung) 改善事業等、様々なプロジェクトを対象としている。特に、全国レベルのものでは、1993 年に導入された「Inpres Desa Tertinggal」(貧困対策のための大統領令補助金) では、政府のコミュニティーエンパワメント事業への NGO の参加について、明記している。1997 年の経済危機以降、貧困削減、ソーシャル・セーフティーネット

の両スキームの下、コミュニティーエンパワーメント支援プログラムに対して、政府は活発に支援している。しかし、それらの場面でもコミュニティーエンパワーメントは、形式的な意味にとどまり、実質的内容を含むまでには至らなかった。

(4) コミュニティーエンパワーメント分野の中心課題

コミュニティーエンパワーメント分野では、インドネシア政府は、①低開発地域の経済成長支援、②貧困層（コミュニティー）エンパワーメント、③住民組織（CBO）の能力開発の3つを柱としている。しかし、政府とNGOの連携の改善の点では、NGOの活動、政府機関とNGOのコミュニティーエンパワーメント事例の両面で、より一層の情報を蓄積するなど（データベース）、支援が必要となっている。

2002 年度 CEP（政府機関別）

機関名	カテゴリー別プログラム名					合計金額 (100 万ルピア)
	一般	緊急	貧困削減	その他	計	
1. Dept of National Education	4	6	-	1	11	2.005.364
2. Department of Health	4	1	-	-	5	1.219.739
3. Department of Social Affairs	1	1	-	-	2	1.109.370
4. National Agency for Population and Family Planning (BKKBN)	-	-	1	-	1	1.370.833
5. Dept of Lands	1	-	1	-	2	61.096
6. Dept of Regional Settlements and Infrastructure	8	-	1	1	10	3.115.477
7. Department of Trade and Industry	2	-	3	5	10	243.040
8. Dept of Cooperatives & Small Enterprise Development	-	1	2	-	3	98.225
9. Department of Marine and Fisheries	-	1	2	-	3	1.144.874
10. Department of Home Affairs and Regional Autonomy	4	-	2	1	7	1.028.000
11. Ministry Women Empowerment	-	-	1	-	1	4.000
12. Bureau of Logistics	1	1	-	-	2	4.696.850
13. Central Bureau Statistics Authority (BPS)	1	-	2	-	3	7.088
14. Department of Manpower and Transmigration	5	-	-	-	5	593.284
15. National Land Authority (BPN)	2	-	1	-	3	29.702
16. Department of Agriculture	-	1	-	-	1	326.469
17. BAPPENAS (National Planning Board)	-	1	-	-	1	425.000
Total	33	13	16	8	70	17.478.411

Source: Bappenas - Poverty Alleviation Committee, 2002

2002 年度 CEP 及び貧困削減プログラム（政府機関別）

No	実施機関	プログラム	パートナー機関
1.	Bappenas (National Planning Board)	Community and Local Government Empowerment Support (P2MPD)	Department of Home Affairs, Department of Finances, Department of Regional Settlement & Infrastructure, Local Govt. (Prov. District)
2.	Dept of Regional Settlement and Infrastructure	Urban Poverty Alleviation Program (P2KP)	Dept Home Affairs,, Bappenas, NGO/Consultant Banking
		Slum Planning and Rehabilitation	
		Squatters Settlement Project	
		Development structure and infrastructure for the poor	
		Self Support Housing Program	
		Fuel and price increase compensation Program	Dept Home Affairs and Finance
3.	Department of Home Affairs And Regional Autonomy	Sub-district Development Program (PPK)	Bappenas, Prov and District govt
		Clean water and environmental recovery (PAB-PLP)	Dept Reg. Settlement & Infrastructure, Dept Health, Regional development, NGO
		Village development Community Empowerment (CERD)	Regular
		Village Business Micro-financing Program (UED-DP)	Regular
		Poverty Alleviation Program, Program for Applied Technology	Regular Dept Finance,, Dept Reg.
		Village Infrastructure Development Project (P2D)	Settlement & Infrastructure, Bappenas, Rural Community Empowerment Agency, Bappeda,
		Integrated Regional Development Project (PPWT)	Bapenas, Bappeda prov/district
4.	Dept of National Education	PLS Subsidy Regular	Regular
		Community Education Assistance	Regular
		PPD-PSE	Regular

No	実施機関	プログラム	パートナー機関
5.	Department of Health	Healthy Environment Program	Dept of Reg. Settlement & Infrastructure, Dept Home Affairs & Regional Autonomy., Dept Nat. Education
		Healthy Behavior and community empowerment ,	
		Health Program	
		Community Nutrition Improvement Program	
6.	Dept Social Affairs	Dangerous medications, food and material Program	
6.	Dept Social Affairs	Social Welfare Development Potential 1	Regular
		Social Welfare Development Potential 2	Ministry Welfare, Department of Regional Settlement & Infrastructure, local govt
7.	National Family Planning Coordinating Authority	Poor family empowerment	Banking, Ministry for Women, Dept Agriculture, Dept Industry & Trade, Dept Manpower, Ministry of Cooperatives
8.	Department of Lands	Agribusiness development Program (to increase income of subsistence farmers and fishers (P4K)	Ministry of Coops & UKM, Dept Industry & Trade, Banking , relevant institutions
		Increased Food sustainability program (institutional development and food sustainability program)	Dept Cooperatives and Comm. Work Units Department of Trade and Industry, Banking-related institutions, Ministry of Comm. Welfare
9.	Dept of Industry & Trade	Emerging entrepreneurship	Regular, banking and coops
		Business clinic implementation	Universities
		Empowerment of UKM central and regional	Local government
10.	Dept of Cooperatives and Community Work Units	Revolving fund program to strengthen local community organization	Local government and banking
		Capital and Financial Institutional strengthening through provision of initial capital	Local government and banking

No	実施機関	プログラム	パートナー機関
11.	Ministry Marine & Fisheries	Economic empowerment of coastal communities	Marine offices and prov. District govt.
		Empowerment of coastal and small island communities	Local government and banking
12.	Ministry, Women empowerment	Women empowerment through productive economic development - sample project	Bapenas, National Family Planning Coordinator. Authority, Dept of lands , Dept Industry & Trade, Min of Coops & UKM, Dept Manpower, Dept Marine & Fisheries, Local govt
13.	Dept of manpower and transmigration	Transmigration	Regular
		Workforce extension and development	Regular
14.	Bureau of logistics	Rice for the poor - Social safety net	Social Safety Net
		Fuel compensation	Social Safety Net
15.	Dept of Agriculture	Fuel subsidy compensation	Social Safety Net
16.	National Land Board	Land certification for transmigrants	Regular
		Land redistribution to farm workers	Regular
17.	Central Statistics Authority (BPS)	Development of Community Empowerment Statistics	Regular

Source: List of Poverty Alleviation Programs, 2002

4. コミュニティー開発及びコミュニティエンパワーメントにおける NGO に関する考察

(1) 参加プロセスの形骸化と NGO 活動の転換

コミュニティ開発及びコミュニティエンパワーメントへの NGO の参加の流れは、民主的かつ参加型的手段による貧困撲滅の流れが、世界的に広まったことによる。しかし、1990 年代半ば、参加型プロセスが歪められ、形式手続きとなり、実質的な価値を失いはじめたため、NGO の活動は方向転換を行いはじめた。

(2) NGO の活動及びプロフェッショナリズムの低下

近年の NGO の活動及びプロフェッショナリズムの低下には、以下の 2 つの要因がある。

ひとつは、ドナーの指針にのみ沿ったプロジェクト実施を行うような、NGO のなかに巻き起こったプラグマティズム、2 つ目は NGO の職業的な関与及びスタッフの採用により、コ

コミュニティーを職場、商品としてとらえるようになったことがあげられる。

(3) NGO の組織力及び体制を審査するポイント

NGO の組織力及び体制を審査するポイントとして、①制度及びファシリティー、②指導力及び人材、③財務管理、④プロジェクト実施の経験、の4つがあげられる。この4つのポイントを用いて、NGO の規模の大小も区分できる。

(4) コミュニティー開発及びコミュニティーエンパワーメントの対象分野

コミュニティー開発及びコミュニティーエンパワーメントは、多様かつ範囲も広い。しかし、これまでは、①農業、漁業、林業、②中小企業振興、③保健、衛生、上水道、④教育、訓練、⑤環境、及び⑥ジェンダー、以上の6分野が主たる対象セクターであった。大多数のコミュニティー開発及びコミュニティーエンパワーメント活動は経済状況の改善やコミュニティーの自立に主眼を置き、コミュニティーの政治意識にかかわるような活動は少ない。

5. コミュニティー開発・CEP へのドナーの支援

(1) ドナーの支援

インドネシアのコミュニティー開発、CEP は、ドナーの支援に著しく依存している。この意味におけるドナーは、資金及びその他の支援を提供する機関を意味する。これらは、①金融機関、②海外の開発（協力）機関、③国際 NGO、④国内 NGO、⑤民間の支援機関、の5つに分類できる。そのなかでも、海外のドナーが非常に重要な役割を占めている。

(2) ドナーの支援形態

ドナー機関のコミュニティー開発及びエンパワーメント・プログラムへの関与は直接、間接の両方がある。金融機関は直接には関与しないが、借入金としての政府のメカニズムを通じて資金を提供する。その他のタイプのドナーは、自らのプログラムを実施する形をとるが、NGO を巻き込んで支援を行っているのが大半である。

(3) NGO 連携への関心

コミュニティー開発及びエンパワーメントプログラムに対して、ドナー、特に国際 NGO は長年関心をもってきた。オーストラリア国際開発庁（AusAID）〔小規模活動スキーム（Small Activity Scheme : SAS）、現在オーストラリアコミュニティー開発・市民社会強化スキーム（Australian Community Development & Civil Society Strengthening Scheme : ACCES）が実施〕などの外国の開発協力機関は同様の傾向をもっている。近年、JICA も NGO デスクを開設し

たり、CEPを実施したりなど、同様の関心をもつようになっている。

(4) ドナーの重点分野

ドナーのプログラムの優先セクター、重点分野は、その機関の性質により様々である。金融機関は、コミュニティー開発プログラムが必要とされている貧困削減、インフラ開発に対する支援に焦点を置く傾向がある。一方、その他のドナーは、キャパシティー開発、マイクロファイナンス、天然資源管理等のプログラムを支援している。ほかには、グッドガバナンス、構造改革、人件、政治的参加の問題への支援に重点を置いているドナーもいる。しかし、依然として、経済及びコミュニティー開発プログラムは、カナダ国際開発庁（CIDA）、JICA、（イギリス）国際開発省（DfID）及び AusAID のようなドナー機関の支援を得続けている。

(5) ドナーの活動地域

大半のドナーはインドネシア全州で活動しているが、AusAID、CIDA、またある程度 JICA もいくつかのドナーは一定の優先エリアを定めている。これらの機関は東部インドネシアに重点を置く傾向にある。その他のドナーは、ジャワやバリ（BORDA）の人口密集地域、アチェ、バンテン及びランプンの紛争地域にのみ焦点を置いている。米国国際開発庁（USAID）の支援プログラムは、アチェ、西ジャワ、東ジャワ、東カリマンタン、北スラウェシ及びパプア州を優先地域としている。

(6) ドナーの支援メカニズム

金融機関は、政府メカニズムを通して支援を行っている。一方、他ドナーは他の方法で支援を行っている。承認されたプロポーザルに資金を提供し、報告を受領するのみでプログラム実施には最小限の関与しかないドナーもあれば、プログラムの実施状況を詳細にモニタリングしている機関もある。

Matrix of Donors Support in Community Development and Empowerment Programs in Indonesia

Donor	Focus	Location	Remark
The World Bank	Economic and recovery and growth, accountable government, and better public services to the poor. Economic infrastructure	Nationwide	NGOs have been involved in projects funded by WB.
JBIC	development, such as power plant, irrigation, education, transportation, port, and flood control.	Nationwide	
ADB	Poverty reduction thru provision of support in agriculture and rural development, urban development, water supply and sanitation, forestry, fisheries, health and population, education and human development, small-scale industry and credit, and environmental management and protection.	Nationwide	NGOs have been part of projects funded by ADB since 1980s. Center for ADB ñ NGO cooperation was formed in 2001 in Manila Office.
AusAID	Education and training, economic governance, civil governance, health, natural resource management, emergency and humanitarian assistance, water supply and sanitation, poverty reduction.	Nationwide, however priority is given to Eastern Indonesia provinces.	The largest portion (46%) of the Indonesia Australia Development Cooperation program is in education and training. Community development and empowerment program is only a small portion of the cooperation.
DfID	Pro-poor policy formulation, governance reforms, and forest management reforms.	Nationwide	DfID is strongly stresses the importance of local community involvement in any activities they support. DfID Indonesia has supported more than 35 NGOs, both local and international.

Donor	Focus	Location	Remark
JICA	Economic structural reform, good governance, economic foundation, social development and poverty reduction, and environmental conservation.	Nationwide	Provide a special scheme to support grass root: Community Empowerment Program (CEP).
CIDA/ Canada Fund	Basic human needs private sector development, environment and human rights, and good governance. Capacity building and gender equity should exist in all sectors.	Nationwide with focus on Eastern Indonesia, such as Sulawesi and East Nusa Tenggara.	Direct support to Indonesia NGOs is done thru Canada Fund for Local Initiative (CFLI).
GTZ	Decentralization and government administrative reforms, business promotion and job creation, natural resource protection.	Nationwide	Work closely with NGOs and local government in project implementation.
The Ford Foundation	Community-based natural resource management, reproductive health and women's rights, publication, and good governance.	Nationwide	Total support in 2001 was US\$ 901 million, US\$8.82 million of which was for CSOs.
The Asia Foundation	Good governance, civil society, women political participation, international relation, and economic reform.	Nationwide	50 out of 75 TAF grantees in 2000 are NGOs.
BORDA	Economy, health, proper technology, and capacity building.	Java and Bali, mainly in dense areas.	Work with World Bank in implementing <i>Sanimas</i> (Sanitasi oleh Masyarakat) using demand responsive approach (DRA).
British Council	Good governance and human rights, education, and science and environment.	Nationwide	Has been worked with more than 12 NGOs.
FADO	Community development, NGO capacity strengthening, gender, and network strengthening.	NTT, South Sulawesi, Maluku, NTB, East Java, and Central Java.	In 2001 FAVO supported 21 NGOs.

Donor	Focus	Location	Remark
HIVOS	Economy and micro finance, culture, women and development, sustainable development, human rights and AIDS.	Nationwide	HIVOS has supported 36 Indonesian NGOs.

**PREPARATORY STUDY FOR
TECHNICAL COOPERATION FOR COMMUNITY
EMPOWERMENT PROGRAM WITH CIVIL SOCIETY
IN INDONESIA**

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in collaboration with

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EXECUTIVE SUMMARY

PREPARATORY STUDY FOR TECHNICAL COOPERATION FOR COMMUNITY EMPOWERMENT PROGRAM WITH CIVIL SOCIETY IN INDONESIA

In relation to the preparatory study for "*Technical cooperation for Community Empowerment Program with Civil Society in Indonesia*" the JICA Study Team collects and analyzes information related with commitment of the GOI and implementation community empowerment and GO-NGO relation and partnership. There are four question of the study. *Firstly*, how far the Indonesia law, regulation and policy of the GOI are committed to implement community empowerment and to make collaboration with NGO and CBO. Secondly, how far the GOI administrations have functioned effectively to coordinate, to implement and to monitor community empowerment activities and to empower NGO and CBO. Thirdly, how Indonesian NGOs have commitment and capacity to increase their partnership with the GOI. Finally, how far international donors supported their commitment to GO-NGO cooperation and community empowerment program. The result of the study is expected to be a preliminary basis for decision making process.

The study was conducted from July 22 up to August 7, 2003 in Jakarta. Sources of information are from three parties related with the policy, planning as well as implementation of community empowerment and civil society participation. From the government side, three main agencies as institutional resources are Bappenas, State Secretariat (Setneg) and Department of Home Affairs. From NGO sides are individual NGO activist from KEHATI, INDEF and Pirac. Whereas main sources from the donor side are are collected from secondary data.

Individuals from the government interviewed for the study are **Mr Agus Mansyur** froma Bappenas, **Mr Soeripto** from the State-NGO Relation Bureau of Setneg, **Mr Soni Sumarsono** Director of Synchronization of Regional Development, Directorate General of Regional Development, Department of Home Affairs, **Mr Bito Wikantoso**, Project Leader for Kecamatan Development Program (KDP), Directorate General of Rural Empowerment, Department of Home Affairs. Whereas form the NGO side, some individuals are interviewed i.e. **Mr Ismid Hadad**, Director of Kehati, **Mr Lili Hasanuddin**, Director of Yappika, **Mr Zaim Saidi**, Director of Pirac and **Mr Didik J. Rachbini**, Director of Indef. From the donor side, only **Mr Sukasah Syahdan**, Officer at Information, Research Analysis, JBIC was interviewed.

The GOI Commitment and Policy in CD/CE and GO-NGO Partnership

- a. The GOI respond and commitment to NGOis basically based the law and regulation (Law No. 4/1984: Environmental Management). The only law that is explicitly related to Indonesian NGO is Law Number 21/2001 about Foundation. However, the fact not all NGO in Indonesia cannot be categorized as Yayasan in legal body.
- b. So far, the GOI seems to see NGO in the perspective of politics as stated in the Law Number 8/1985 about Social Organization. From the perspective of the Law, NGO as part of Social Organization that must be directed to be controlled by the GOI in this sense is

by the Directorate General of Social and Political Affairs, because as a mass and social organization, NGO might be as disturbance against the government.

- c. In terms of definition, role and function of NGO in the relation of GO-NGO partnership, there are no common understanding among the government agencies. This in turn influence to the model of GO-NGO partnership, and how the government treat the NGO in accordance with social and political condition.
- d. Whereas in terms of the policy in community empowerment, the government seems to have formulate adequately its policy and strategy. Even after the reformation era, the GOI has broadened sphere for the NGO participation in community development. The GOI invites NGOs that not only in the project implementation, but also in policy formulation and in controlling the project. However in implementation, almost all of policy strategy are aiming at supporting or being in line with the government-perspective community empowerment.

Capacity and Administration Function of Government Agencies

- a. Management and administrative function of the government of Indonesia lay on three main agencies: (i) Bappenas with its main function in policy formulation, program planning and budgeting, controlling and coordination; (ii) State Secretariat (Setneg) with its function as regulator, administration of GO-NGO; and (iii) Sectoral Agency with its function in implementing.
- b. Collaboration of GO-NGO in community development and community empowerment have been running since an era of 1970s. There are usually three types of collaboration. (i) NGO collaborate with the government to implement program in the field as Field Facilitator and mediator with the community; (ii) NGO gets involved in evaluating and monitoring the government project of community empowerment; (iii) NGO gets involved in policy and program design formulation. However, most of collaboration are limited in the type 1, NGO as implementing agency for field facilitator.
- c. Community development and community empowerment programs have been long implemented by the GOI the various projects of poverty alleviation, small farmer participation promotion, small-scale industry development, kampung improvement program, etc. At national wide, the government policy explicitly invited NGO to participate in the government project of community empowerment in 1993, while the government launched the program of Inpres Desa Tertinggal. After the crisis of 1997, the government more intensely supported programs of community empowerment both the in the scheme of poverty alleviation, crash program of social safety net. etc. However most of the community empowerment program is still understood in more technical formal meaning rather than substantial one.
- d. In terms of community empowerment, the GOI formulate three pillars of empowerment, (i) The government is committed to support economic growth for underdeveloped regions; (ii) Empowering the poor community; (iii) capacity building for CBOs. However, there a fact that the government administration function is less effective. In terms of the improvement of collaboration of GO-NGO, the government needs to be supported with database of both NGOs, its activities and also community empowerment experiences both in the government agencies and in NGOs.

Review on NGO in CD dan CE

- a. NGO involvement in CD/CE program was resulted from global trends to fight poverty through democratic and participative ways. In the mid-1990's however there was a shifting and re-orientation of NGO movement since participatory process that has been implemented was distorted and became a technical and formal procedure and lost of its substantive values.
- b. Two factors have been contributing to degradation of the current NGO's commitments and professionalisms. First, pragmatism in implementing projects where NGOs only accommodate donors' indicators. Second, commitment and recruitment of NGO staff which assume that community is a job field and commodity for them.
- c. There are four aspects can be used to examine NGO organizational capacity and institution: (1) institution and facility, (2) leadership and HR quality, (3) financial management, and (4) experience in implementing projects. By using these four aspects, a NGO can be categorized as big or small one.
- d. CD and CE activities conducted by NGOs vary and are broad in scope. The main focus so far however are only limited to six sectors: (1) agriculture, fishery, and forestry, (2) small and medium enterprises, (3) health, clean water, and sanitation, (4) education and training, (5) environment, and (6) gender. Majority of CD and CE activities are only focused on economy improvement and community self-reliance, and only few that touch political awareness of the community.

Donor Support in CD and CE Program

- a. Community development and empowerment programs in Indonesia heavily depend on supports from donors. Donors in this regards are organizations that provide financial and other supports. They could be classified into five groups: (1) lending organization, (2) foreign development agencies, (3) international NGOs, (4) domestic NGOs, and (5) domestic privately-supported institution. Among them, foreign donors play very significant roles.
- b. Involvement of donor agencies in community development and empowerment programs they support could be direct or indirect. Lending organizations are not directly involved, and they channel the fund thru government mechanism as the borrower. The other types of donors implement their own programs but majority of them provide supports thru NGO involvement.
- c. Donor attention toward community development and empowerment program has been existing for many years, particularly by international NGOs. Foreign development agencies also have similar trend, such as AusAID with its SAS (Small Activity Scheme) program, which is now replaced by ACCESS (Australian Community Development & Civil Society Strengthening Scheme). Recently, JICA also has similar attention by having NGO Desk and Community Empowerment Program.
- d. Priority sector or focus of donors' programs vary, depending on nature of the donors. Lending organizations tend to focus their support on poverty reduction and infrastructure development, in which community development programs are required. Other types of donors support programs in capacity building, micro finance, natural resource management, etc. Some others focus their support on good governance, structural reforms, human rights, and political participation issues. However, economic and

community development programs still get support from donor agencies like CIDA, FADO, JICA, DFID, and AusAID.

- e. Majority of donors operate in all provinces in Indonesia, but several others put priority in certain areas, such as AusAID, CIDA, and for some extend JICA. These organizations tend to support activities in Eastern Indonesia. Other donor agencies only focus on dense areas in Java and Bali (BORDA); bio-region (Kehati); and Aceh, Banten, and Lampung. Programs supported by USAID also prioritizing in certain provinces, such as Aceh, West Java, East Java, East Kalimantan, North Sulawesi, and Papua.
- f. While lending organizations channel their supports thru government mechanism, other donors follow other ways of channeling. Some of them simply fund the approved proposals and wait for the report, with only minimum involvement in the implementation of the programs. The other approach is applied by other organizations, which tend to watch the implementation of the programs more closely.

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I. General

1.1. Background

Over the past several years, the republic of Indonesia has seen drastic change on the role of Non-Governmental Organizations (NGOs) in the development activities. The NGOs (or LSM in Indonesia) has been recognized as important actors in grassroots development with their flexibility, closeness to the people and community, and community organizing efforts.

Community initiatives through NGOs and civil society have shown much higher intensity in local and other kinds of development, including political, social, cultural, and economic development. These situations are triggered by the limitation of government capacity to provide development resources due to economic and multi-dimensional crises since 1997.

At the same time, the government of Indonesia is assumed that the era of top-down and centralized approach toward development has come to its end by the implementation of local autonomy and decentralization (Law No. 22, 1999 and Law No. 25, 1999). It is also accentuated by the coming of period of reform since 1998, requiring transparency and active participation of the civil society in order to enhance the power of local community in the process of political, social, cultural, and economic development.

Further fact that the new national development framework which is pro-poor growth and community-development-oriented is directed toward broadening access for the community and all its institutions or organizations to exercise and express their rights for an increased social, economic, and political living conditions. Therefore, community development policy shall secure the broad participation of civil society and be implemented through community empowerment approach and community empowerment program.

Community development is an approach and initiatives to manage community powerlessness due to a limited access, lack of knowledge and skill, broad poverty, and government reluctance to share its authority and resources to the community, or strong economic groups to the weak ones.

On behalf of Government of Indonesia BAPPENAS required JICA Technical cooperation assistant project named "*Technical cooperation for Community Empowerment Program with Civil Society in Indonesia*" for a comprehensive solution to this concerned problem. The closer collaboration between BAPPENAS

and JICA together with NGOs will require for the effective implementation of the development project aiming at the grassroots level. For this concern, this study is prepared for the purpose of technical cooperation decision-making process.

1.2. Method

There are three main steps in conducting the preparatory study. Firstly, collecting secondary information both from publication, brochure, report, and website. Many kinds of secondary information collected include information of the law, regulation and policy of the government of Indonesia related with community empowerment and its cooperation with NGO and civil society organization. Secondary data collected includes also information on the government, donor and NGO commitment, organizational structure as well as program and activities on community empowerment.

Secondly, conducting interview with each government and organizations (NGO, donors, and professionals) to obtain and also sharpen existing information and documents particularly concerning with community empowerment as a concern and experience of the organization and of the government agencies. Through this interview, it is also captured some problems in all parties of the stakeholders. Thirdly, conducting analysis and verifications of the collecting information.

1.3. Implementation of Study

The study was conducted from July 22 up to August 7, 2003 in Jakarta. Many sources of information are from three parties related with the policy, planning as well as implementation of community empowerment and civil society participation. From the government side, three main agencies as institutional resources are Bappenas, State Secretariat (Setneg) and Department of Home Affairs. From NGO sides are individual NGO activist from KEHATI, INDEF and Pirac. Whereas main sources from the donor side are the World Bank, ADB, JBIC, JICA, CIDA, GTZ and The Ford Foundation.

Some individuals from the government interviewed for the study are **Mr Agus Mansyur** from Bappenas, **Mr Soeripto** from the State-NGO Relation Bureau of Setneg, **Mr Soni Sumarsono** Director of Synchronization of Regional Development, Directorate General of Regional Development, Department of Home Affairs, **Mr Bito Wikantoso**, Project Leader for Kecamatan Development Program (KDP), Directorate General of Rural Empowerment, Department of Home Affairs. Whereas form the NGO side, some individuals are interviewed i.e. **Mr Ismid Hadad**, Director of Kehati, **Mr Lili Hasanuddin**, Director of Yappika, and **Mr**

Didik J. Rachbini, Director of Indef. From the donor side, only **Mr Sukasah Syahdan**, Officer at Information, Research Analysis, and JBIC is interview.

1.4. *Understanding on the Concept of Community Development (CD) and Community Empowerment (CE)*

Community development and community empowerment is sometimes used strictly in different meaning, and some others used with no meaningful differences. Following are some definition of community development dan community empowerment:

- Community development is an activity of development, which is oriented towards increasing community access to the development resources in order to be better condition of the quality of life both in social, economic and culture. To this activities, community. (Arief Budiman).
- Community development is a process for socio and economic development with actively participation of community. Community development aims at increasing the community welfare (United Nation, Bureau of Social Affairs).
- Community development is a social process, of which human being will be increased his capacity as well as his quality of life. Through the process of empowerment, community will have access to control their resources (Amri Mazali).
- Community development is a process of development directing toward sustainable social transformation (Prof. Surna T Djajadiningrat).

Those definitions of community development have similarities with the government concept on community empowerment. Community empowerment is an approach and initiatives to manage community powerlessness due to a limited access, lack of knowledge and skill, broad poverty, and government reluctance to share its authority and resources to the community, or strong economic groups to the weak ones. With this a definition, community empowerment is directed to improve the capacity of the community-based organization as means to empower themselves. (*Kebijakan strategis pemberdayaan masyarakat Bappenas*).

II. POLICY ON NGO AND COMMUNITY EMPOWERMENT

The appearance of NGOs dates back to 1970 along with the formulation of the Development Policy by the New Order government. Their emergence was driven primarily by social factors that are a spirit of volunteerism to develop people's participation in the development process, first of all in matters of poverty. At the time the Indonesian government had a sufficiently large development budget

thanks to overseas aid, which aimed to increase economic development to a figure of 7% per year (Rustam Ibrahim et al 2003). During this period NGOs were grouped in two broad categories, namely LPSM (Community Self-reliance Development Institutions) or a secondary institution promoting the growth process and developing activities of grass-root organizations, and secondly LSM (Community Self-reliance Institutions or NGOs), a primary community group directly organizing a self-reliant community to undertake development activities. In the 1980s these groups became known as KSM (Community Self-reliance Groups).

According to Meth Kusumo (August 2003), in the 1990s the number and diversity of NGOs increased dramatically, not only in terms of organizations, interest and personnel, but also in the diversity of issues that became their scope of work. The term LSM or NGO is no longer used as a primary label for all development-oriented community activities as in addition to NGOs there are now other forms of organizations such as Forums, Coalitions, Non-political Organizations, KSM and Farmer Unions. The same applies to the interest sectors which are no longer strictly related to matters of poverty and environment (clean water, sanitation and irrigation) but have also diversified into areas such as Empowerment and People's Rights, namely Gender issues, Human Rights and Democracy. This includes the use of methodologies and development management approaches within NGOs where change is a relatively dynamic factor. If in the beginning program management tended to be activity oriented with a charity approach, nowadays program management tends to be result and impact-oriented with community development and empowerment as its primary approach.

In line with the spirit of 'Reformasi' and its demands for a process of democratization in the politic life of the country based on Article 28 of the 1945 Indonesian Constitution on the right of association, the number of NGOs increased dramatically compared to 1980-1990. The establishment of NGOs was not solely to promote social, economic and political changes, but also to provide employment opportunities for young educated people unemployed as a result of the economic crisis (Paul McCarthy, March 2002). As an implication, it is difficult to generalize on the nature of NGOs as they differ substantially in terms of motivation, form, legislation, scope of work and orientation.

NGOs vary from the purely idealistic initiated by activists, to NGOs set up by the government and the military either for the purpose of empowering the community or for obtaining personal economic subsidies. Often enough the latter are also used as instruments to serve business and political interests.

2.1. NGO legislation

However dynamic their nature, ironically the government response towards NGOs is still minimal in particular with regard to its legal basis. During the New Order, government legislation was more of a political nature intending to control the activities of NGOs, which were seen as a disruption to political stability and security. Let us take as an example, Law no 8, 1985 on Community Organizations. This legislation explicitly states the government's power to dissolve NGOs whose activities as considered to be disrupting law and order and those who receive foreign aid without prior government agreement.

The political undertone governing NGO activities and organizations is shown in the need to enlist the organization with the Directorate of Social and Political Affairs, Department of Home Affairs as its 'developing' institution.

The legislation was of a functional nature and gave the NGOs a place as one of the pillars for the improvement of national development effectiveness but hardly provided any 'development' for them.

Government attitudes towards the NGOS started to shift considerably as the New Order began to fall. Freddy H Tulung (Bappenas 2003) states that to increase the development impact of community empowerment it was necessary to have a new separation of roles between the government, the private sector and the NGOs where the government gives wide opportunity to independent community initiatives to promote the participation of the community in providing the controls and involvement in development programs either originated by the government or by any other party. This change in outlook would then have implications in the design of a legislation related to the role and function of the NGOs as one of the pillars of development.

Let us take as an example Forestry Legislation no 41, 1999. In this case the role and function of the NGOS in the contest of forestry development was limited to activities of increased community participation in forest rehabilitation (Article 69 paragraph 2). It appears that this legislation does not afford the NGOs wide involvement in all the interests of forest development, be it forestry management and business control or education and forestry research. Legislation no 23, 1997 on Environmental Management makes no explicit mention in any of its 52 articles about the role of the NGOs in the management of the environment. The position of the NGOs in this legislation is categorized as being that of environmental organizations (Chapter I General Stipulations, Article 1) such as legal entities and foundations (article 38, paragraphs 1, 2 and 3).

The Foundation Legislation no 16, 2001 is a most important piece of legislation regulating the life of NGOs. Nonetheless several NGOs belonging to the Coalition of

NGOs believe that this legislation places the government in a position of unilateral intervention in the formation and dissolution of foundations (articles 9, 19 and 13) and regulates their independence and governance (article 53). On the other hand, this law must be acknowledged as a break-through in the context of building good governance in the non-profit sector in Indonesia, principally in returning the spirit of the foundation as a social, religious or humanitarian entity (Rustam Ibrahim et al 2003). Several sample articles from this legislation are related to NGOs internal regulations

1. Article 3, paragraph 2 regulates profit sharing from the Foundation's business. This article clearly forbids the utilization of the foundation's assets and business for the interest of its executive body
2. Article 29 does not permit founding members and supervisors to hold management positions within the foundation in order to maintain checks and balances between the power and the authority to manage the organization.
3. Article 52, paragraph 1 requires the Foundation to produce and to publicize an Annual Report covering activities, business and finances. This is an important element in showing the accountability of an NGO legally established as a Foundation.
4. With relation to the Financial Report, article 52 paragraph 2 states that the report must be produced according to current accounting standards; for institutions that receive assistance in the order of Rp 500 million or above from the government or from overseas donors, these foundations shall be audited by an independent accountant.

2.2. Legal Regulations and Community Development Programs

Generally, there are several government policies in the form of legislation, regulations or programs related to the community role in development. During the mandate of the New Order, it could be said that almost all government sectors clearly stated the need for community participation in the development process. However, the terminology of participation has undergone a change since the era of reformation and has now become known as community empowerment.

The commitment to promote community participation and empowerment has been built on a strong legal basis as stated in the 1999 State Policy Guidelines (GBHN) where there are at least two important points indicating an opening for active community participation in development programs. First is that the government intends to promote regional capacity and **community initiatives and participation** in the implementation of Regional Autonomy, Good

Governance and efficient and effective public service performance. Secondly, that the government continues to promote **community empowerment**.

The explicit implementation of this commitment can be seen in the 2001 – 2005 National Planning Program (Propenas) mainly in chapter V *People's Welfare Building and Cultural Endurance* and chapter VI *Improve Regional Development*. There are several key sentences in the 2001-2005 Propenas, such as:

1. The need for improving active community participation including the NGOs, customary and religious institutions in the decision-making process, implementation and controls of the government, development and public services by creating partnerships based on principles of equality.
2. That the government targets are (i) to develop democratic community participatory mechanisms for decision-making processes and public services; (ii) to facilitate community initiatives, active role and participation
3. That to promote community participation, the government strategic policy on empowerment shall guarantee the people's right to take charge of their own lives. The government strategy is: (i) to strengthen community organizations (LSM/KSM); (ii) to protect rights and facilitate the community (especially the poor) to obtain access to information and development resources; (iii) to create a climate supportive of development in all sectors including formulating and determining legal basis, develop regulations by improving coordination and cooperation among sectors and institutions.

However much Propenas signals the importance of community role and responsibilities over rights in the decision-making process (political dimension) on development activities, this is not reflected in the determinations formulated by government institution's sectors. Almost all sectors tend to limit both community empowerment and participation to the technical process of development activities (technical dimension) and there is evidence of a discrepancy in understanding between the program concept and the implementation activities.

The meaning of community empowerment as understood by government institutions does not differ with the meaning of community participation, that this actual participation of the community and its mobilization in the implementation of its own development. However the understanding differs in the case of the forestry sector development. In Forestry Law 41, 1999, the government provides for a place conducive to the growth of political community participation. This is clearly seen in Chapter IX on Customary Law and Chapter X on Community Participation. In Chapter IX, article 67 the government guarantees the rights of traditional

people to: (i) gather forest produce for their subsistence, (ii) conduct forest management activities based on their customary laws; (iii) obtain empowerment to improve their welfare. Meanwhile, in Chapter X, article 68, paragraph (2) the active involvement of the community in the forestry development process is more open and the community is placed in a position to provide information, recommendations and considerations in forestry development. In addition, paragraph (3) states that the community can also exercise supervision on the direct and indirect implementation of forestry development. Article 69 provides for a role for several parties including NGOs, to undertake forest rehabilitation together with the community. These articles reflect the government commitment to provide a role for the community to actively participate in the process of forestry development. In this way participation is not only intended in its technical dimension only but also provides for a political dimension.

Environmental Management Law No 23, 1997 does not yet provide as wide role as the Forestry Law. The dimension of community mobilization in environmental management is still visible in several paragraphs of article 7 of the legislation. Community participation in environmental management falls within government efforts to (i) increase community independence, empowerment and partnership; (ii) improve the pioneering capability of the community and (iii) increase the responsiveness of the community in the provision of social control. Meanwhile community participation only provides a role in the provision of opinions, recommendations, information or to submit reports.

In Law 22, 1999, community participation in the process of development is still thick with mobilization and technical dimension as can be seen in article 92, paragraph (10 and (2). In these two paragraphs, community participation is only required in the implementation of urban development.

III. REVIEW OF GOVERNMENT INSTITUTIONAL CAPACITY IN EMPOWERING AND STRENGTHENING NGOS' ROLES

3.1. Cooperation between Government and NGOs

The relationship and cooperation model between NGOs and the government has a long history; it is diverse and has undergone several changes. The government and the NGOs have had their share of misunderstandings and miscommunication that has often led to clashes and conflicts of interest. Notwithstanding, there is evidence that the relationship between the two is one of cooperation although in many cases the pattern has not shown true equality. The cooperation model between government and NGOs can be subdivided in three further models:

First, the NGO is placed as the institution with the approach, experience and capacity to become a community facilitator.

Second, the NGO is placed as an independent institution to exert control over government-initiated development programs. In this model of cooperation the NGO conducts the monitoring and evaluation of the programs either alone or in coalition with other NGOs or external parties.

Third, the NGO and the government have equal standing in formulating policies or development programs related to the public interest, as is the case in the forestry sector, irrigation management or programs of community empowerment.

In line with context and needs, the first model of cooperation was adopted from the beginning of the development era in the 1970s, and continues to be used. The social context that demands community involvement in the development of the poverty alleviation process triggers the growth of a people's economy, environment conservation and fulfillment of basic infrastructure needs. It promotes cooperation between government and NGOs not limited to central government and national NGOs but also involving local government and local NGOs. In the past NGOs cooperated by facilitating government-driven empowerment programs financed by the regional or state budget or originating from outside loans.

At first, the second model was to provide the government with input related to empowerment programs that were the concern of NGOs. The evaluations conducted by the NGOs were used internally to improve project management and to develop methodologies. At the development stage, cooperation was sought to promote transparency and public accountability of the programs undertaken by the government. However, this model of cooperation is still limited, both in terms the issues and institutionally, for example Association for Independent Journalism (AJI) and LP3ES working with Directorate for Rural Community Empowerment (PMD) of the Department of Home Affairs to monitor the Kecamatan Development Program (KDP).

The third model's implementation starts from the simplest form where the NGO is asked to provide input on the design of policies related to the public interest, starting with a mechanism of public consultation to formulate the policy, to the process of legal drafting of the bill. In the case of water policy development, NGOs were involved all the way from the development of the basic concept, capturing public aspiration, to the drafting of the policy.

Although the NGOs-government scope of work widens, not all NGOs wish to or are capable of working with the government. This particularly applies to advocacy NGOs. Their reluctance to cooperate is due to the fact that both parties work on the basis of different paradigms. As an example, LBH (Legal Aid Association) is an

institution that sees the government as part of the problem requiring a solution, especially in a legal context. Working with the government would compromise their independence.

3.2. *Community Empowerment Programs in Government Institutions*

In general terms, community empowerment programs prioritize the empowerment of a community focusing on underdeveloped regions or communities where the people are poor, economic organizations are weak and the informal sector of that region or community remains underdeveloped.

Empowerment programs also focus on a participatory approach with several levels of participation. To name a few: the Village Improvement Program (KIP) in the housing and settlement sector; Small Irrigation development programs and Bimas (Community Guidance) credit facilities in the agricultural sector; micro-financing for small businesses/ permanent working capital in the funding of small business. However, not all of these programs can be immediately categorized as empowerment programs.

It was only in 1993 that the government started to introduce wide-scale community empowerment programs through the Presidential Instruction Program on Underdeveloped Villages (IDT). Since then, the government has initiated wide-scale sector-based community empowerment programs such as the P4K in the agricultural sector, the Regional Development program, Community Housing Development, Kecamatan Development Program (KDP), Urban Poverty Alleviation programs etc. both at national and regional levels.

Government institutions' Community Empowerment programs are officially listed in a Bappenas publication, *The Community Empowerment Strategic Policy 2001 - 2004*. In addition to explaining formally the concept of community empowerment, the policy also includes the mission and vision of the community programs initiated by the government.

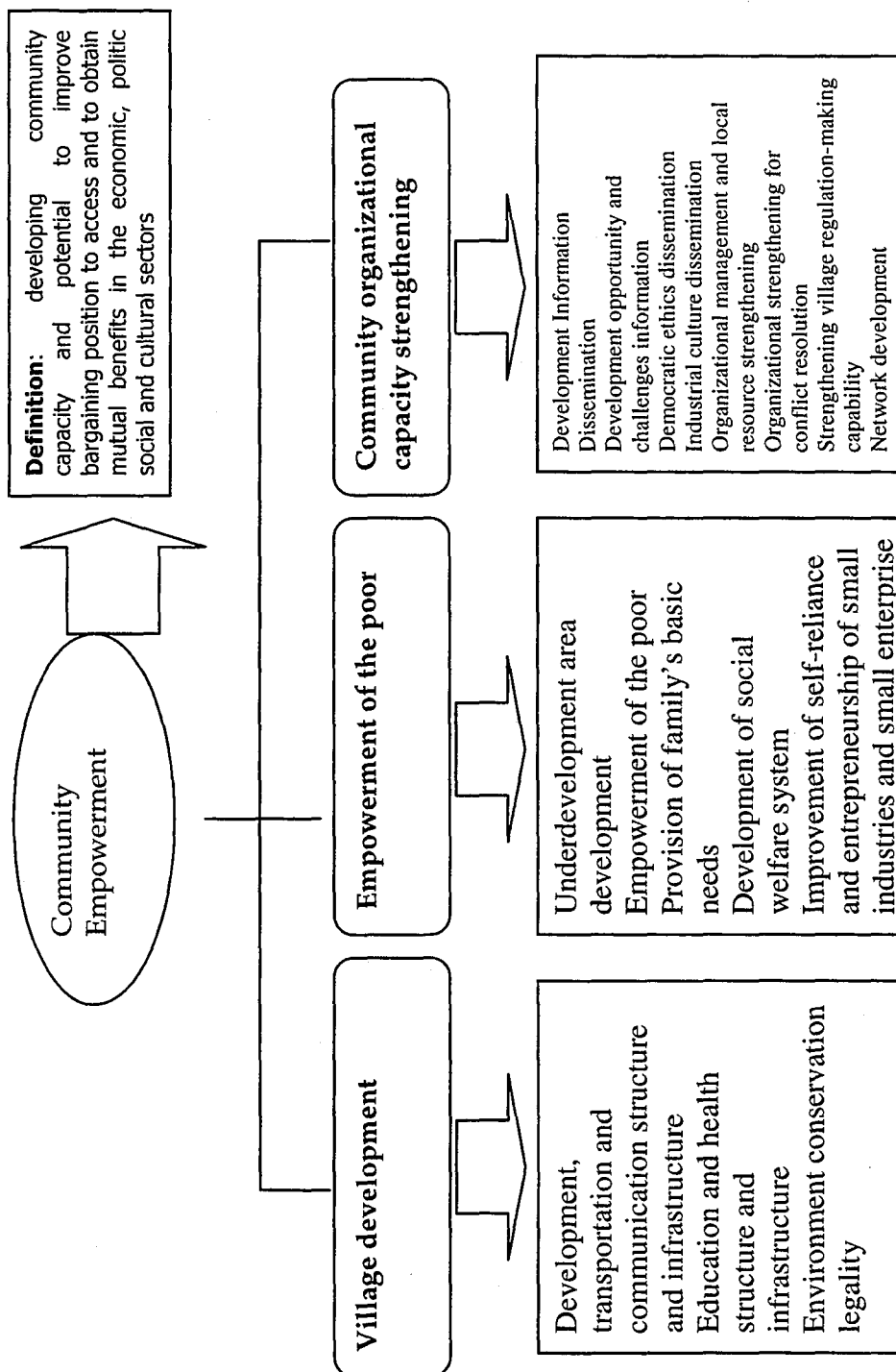
Empowerment programs as a 'new approach' in a community-based program of poverty alleviation are intended to increase the community capacity and capability to utilize and control existing development resources. As it can be seen in the Empowerment Program table, these programs will be made up of three pillars supporting one unit, namely, (i) the development of underdeveloped regions and villages; (ii) the empowerment of the poor and (iii) the strengthening of community organizational capacity (see: *Empowerment and handling of poverty program policy chart*)

The list of community empowerment and poverty alleviation programs, shows approximately 68 large programs implemented by government institutions, starting with Bappenas, BPS (Central Statistics Authority), BPN (National Land Authority) to technical departments such as the Department of Agriculture, the Department of Settlement and Regional Infrastructure, and programs implemented by the Departments of National Education and Department of Religious Affairs.

These programs are categorized as regular programs, crash programs, poverty alleviation programs and others. Most of the 32 programs categorized as regular are funded by the State Budget (APBN) or from overseas loans. As it can be seen from the table, the funding of programs included in this category totals Rp 17,478,411,000 for 2002.

On further analysis it can be seen that since the initial commitment there have been substantial changes regarding the outlook, the attitude and the acceptance of NGOs and the concept of community empowerment. There has been wide acceptance of the legislative commitment, regulations and policy and technical design. However, in its implementation the government adopts technical aspects of empowerment that result in the distortion of the process. The process of participation becomes a process of mobilization; there is no support for the budgeting system, for human resources to reach their full potential etc.

CHART: EMPOWERMENT AND POVERTY ALLEVIATION PROGRAM POLICY



Source: Adapted from Poverty Alleviation program Strategic Policy, Indonesia 2002

Table 3.1.
Community Empowerment programs – nature and fund allocation
In government institutions, 2002

Government institution	Number of program by category					Total funding (million Rp)
	Regular	Crash	PA*	Others	Total	
1. Dept of National Education	4	6	-	1	11	2.005.364
2. Department of Health	4	1	-	-	4	1.219.739
3. Department of Social Affairs	1	1	-	-	2	1.109.370
4. National Agency for Population and Family Planning (BKKBN)	-	-	1	-	1	1.370.833
5. Dept of Lands	1	-	1	-	2	61.096
6. Dept of Regional Settlements and Infrastructure	8	-	1	1	10	3.115.477
7. Department of Trade and Industry	2	-	3	5	10	243.040
8. Dept of Cooperatives & Small Enterprise Development	-	1	2	-	3	98.225
9. Department of Marine and Fisheries	-	1	2	-	3	1.144.874
10. Department of Home Affairs and Regional Autonomy	4	-	2	1	7	1.028.000
11. Ministry Women Empowerment	-	-	1	-	-	4.000
12. Bureau of Logistics	1	1	-	-	-	4.696.850
13. Central Bureau Statistics Authority (BPS)	1	-	2	-	3	7.088
14. Department of Manpower and Transmigration	5	-	-	-	5	593.284
15. National Land Authority (BPN)	2	-	1	-	3	29.702
16. Department of Agriculture	-	1	-	-	1	326.469
17. BAPPENAS (National Planning Board)	-	1	-	-	1	425.000
Total	32	14	16	8	68	17.478.411

Source: Bappenas – Poverty Alleviation Committee, 2002

Table 3.2. List of Community Empowerment and Poverty Alleviation Programs in Government Institutions, 2002

No	Institution/Department	Program	Partner
1.	Bappenas (National Planning Board)	Community and Local Government Empowerment Support (P2MPD)	Department of Home Affairs, Department of Finances, Department of Regional Settlement & Infrastructure, Local Govt. (Prov. District)
2.	Dept of Regional Settlement and Infrastructure	Urban Poverty Alleviation Program (P2KP)	Dept Home Affairs,, Bappenas, NGO/Consultant Banking
		Slum Planning and Rehabilitation	
		Squatters Settlement Project	
		Development structure and infrastructure for the poor	
		Self Support Housing Program	
		Fuel and price increase compensation Program	Dept Home Affairs and Finance
3.	Department of Home Affairs And Regional Autonomy	Sub-district Development Program (PPK)	Bappenas, Prov and District govt
		Clean water and environmental recovery (PAB-PLP)	Dept Reg. Settlement & Infrastructure, Dept Health, Regional development, NGO
		Village development Community Empowerment (CERD)	Regular
		Village Business Micro-financing Program (UED-DP)	Regular
		Poverty Alleviation Program, Program for Applied Technology	Regular
		Village Infrastructure Development Project (P2D)	Dept Finance,, Dept Reg. Settlement & Infrastructure, Bappenas, Rural Community Empowerment Agency, Bappeda,
		Integrated Regional Development Project (PPWT)	Bapenas, Bappeda prov/district

4.	Dept of National Education	PLS Subsidy	Regular
		Community Education Assistance	Regular
		PPD-PSE	Regular
5.	Department of Health	Healthy Environment Program	Dept of Reg. Settlement & Infrastructure, Dept Home Affairs & Regional Autonomy., Dept Nat. Education
		Healthy Behavior and community empowerment ,	
		Health Program	
		Community Nutrition Improvement Program	
6.	Dept Social Affairs	Dangerous medications, food and material Program	
		Social Welfare Development Potential 1	Regular
		Social Welfare Development Potential 2	Ministry Welfare, Department of Regional Settlement & Infrastructure, local govt
7.	National Family Planning Coordinating Authority	Poor family empowerment	Banking, Ministry for Women, Dept Agriculture, Dept Industry & Trade, Dept Manpower, Ministry of Cooperatives
8.	Department of Lands	Agribusiness development Program (to increase income of subsistence farmers and fishers (P4K)	Ministry of Coops & UKM, Dept Industry & Trade, Banking , relevant institutions
		Increased Food sustainability program (institutional development and food sustainability program)	Dept Cooperatives and Comm. Work Units Department of Trade and Industry, Banking-related institutions, Ministry of Comm. Welfare
9.	Dept of Industry & Trade	Emerging entrepreneurship	Regular, banking and coops
		Business clinic implementation	Universities
		Empowerment of UKM central and regional	Local government
10.	Dept of Cooperatives and Community Work Units	Revolving fund program to strengthen local community organization	Local government and banking
		Capital and Financial Institutional strengthening through provision of initial capital	Local government and banking

11.	Ministry Marine & Fisheries	Economic empowerment of coastal communities	Marine offices and prov. District govt.
		Empowerment of coastal and small island communities	Local government and banking
12.	Ministry, Women empowerment	Women empowerment through productive economic development – sample project	Bapenas, National Family Planning Coordinator. Authority, Dept of lands , Dept Industry & Trade, Min of Coops & UKM, Dept Manpower, Dept Marine & Fisheries, Local govt
13.	Dept of manpower and transmigration	Transmigration	Regular
		Workforce extension and development	Regular
14.	Bureau of logistics	Rice for the poor – Social safety net	Social Safety Net
		Fuel compensation	Social Safety Net
15.	Dept of Agriculture	Fuel subsidy compensation	Social Safety Net
16.	National Land Board	Land certification for transmigrants	Regular
		Land redistribution to farm workers	Regular
17.	Central Statistics Authority (BPS)	Development of Community Empowerment Statistics	Regular

Source: List of Poverty Alleviation Programs, 2002

Several government-implemented empowerment and poverty alleviation programs appear to be strongly influenced by a sector approach. On one side there is program duplication while on the other every program develops uniform systems, mechanisms, procedures and institutions. This condition can prove wasteful and confusing to the program recipients. Although task forces and coordination forums are established, their function is “administrative” not one of “control”.

3.3. Program Institutionalization and government-NGO cooperation in government institutions

a. State Secretariat

The State secretariat has been involved with NGOs from the beginning when the majority of NGOs in Indonesia were funded by overseas donors. The State Secretariat's involvement with NGOs took the form of coordination and supervision of the funds from overseas donors. The Overseas Technical Cooperation Bureau

(KTLN), formerly the Committee for the Cooperative Coordination of Overseas Technical Assistance (PKKTLN), provided two main functions:

1. The formulation of the guidelines for the effective and efficient use of overseas aid
2. The coordination and control of overseas aid to Indonesia either in the form of multilateral, bilateral technical cooperation, or foreign non-government organizations for both loans and assistance

Although operationally these were to be functions of administration, coordination and reporting, in reality this institution had full decisional authority on overseas aid.

In addition, during the presidency of Abdurrachman Wahid the institution formed a bureau specifically for fostering relations with NGOs. The formation of this bureau was driven by a new awareness and paradigm of government involvement with NGOs. The government started to see NGOs as potential partners. The Bureau of NGO Relations "is tasked with smoothing relationships between the State Secretary/President and NGOs". With this function, the Bureau of NGO Relations was separated in two sections, national and international NGOs each headed by a Section head.

However, as a relatively new institution the bureau does not perform effectively. What can be done to optimize its function is to consolidate the organization internally including coordination with the KTLN and with institutions outside the State Secretariat and to gather data on existing NGOs. Within the State Secretariat, these two entities do not have a direct relationship as the KTLN operates under the Deputy of the Administration Section while the NGO Relations Bureau is under the Deputy for Government Institution and NGO Relations. However what continues to be an issue is that matters related to NGO relations continue to be handled by KTLN.

b. National Development Planning Board (Bappenas)

Organizationally, the structure of Bappenas follows the Proppenas the national Planning Program) model and is divided by sectors including: (i) Micro-economics, (ii) Trade, Industry and Infrastructure; (iii) People Welfare, Government Apparatus, Socio-Cultural; (iv) Regional Development and Natural Resources; (iv) Monetary and Financial.

This structure does not permit Bappenas to have sections directly handling NGO cooperation and as a policy-making institution, Bappenas does not implement community empowerment activities directly.

Sections that so far have had involvement and cooperation with NGOs or with empowerment programs are located under the deputy of Regional Development and Regional Autonomy partnering with the Department of Home Affairs, Regional Autonomy and Department of Settlement and Regional Infrastructure as well as under the deputy for Human Resource Development and Socio-Cultural Affairs who are in charge of poverty alleviation. In any case, almost all sections under Bappenas can cooperate directly with NGOs in line with the demands and needs of the empowerment program such as in the sector of irrigation, agriculture, Community Work Units (UKM), cooperatives etc.

c. Department of Home Affairs

In inter-departmental relations, the Department of Home Affairs and Regional Autonomy is the implementing body for community empowerment programs whose policies are issued by Bappenas. As the implementing body, empowerment programs in the Department of Home Affairs and Regional Autonomy are functionally attached to the sections handling specific sectors. Community Empowerment programs related to regional development are under the authority of the Directorate General of Regional Development while those related to strengthening community institutions at local level are under the authority and responsibility of the Directorate General of Village Community Development. With this kind of internal structure – and the same applies to Bappenas, Department of Home Affairs and Regional Autonomy - there is no section dedicated to NGO relations and cooperation. The relationship between NGOs and the Department of Home Affairs and Regional Autonomy so far tends to be more of a program functional nature.

This was different in the past when the Department of Home Affairs related with the NGOs through the Directorate General of Social and Political Affairs (Now the Directorate General of National Unity). However, in the past the relationship was more of a political nature not attuned to the national interest in terms of NGO supervision and control although the department was supposed to provide guidance.

IV. REVIEW OF NGOS IN COMMUNITY DEVELOPMENT AND COMMUNITY EMPOWERMENT PROGRAMS

The 1970s decade was the initial milestone of NGO development in Indonesia although there were NGOs before that which is still operative today, for example the Indonesian Association of Family Planning (PKBI). This is understandable because the presence of NGOs at the time was in response to the modernization movement and discourse oriented towards economical growth and widely campaigned by the government. The NGOs with the support and assistance of overseas non-government donor agencies saw the modernization movement as the cause of inequalities and poverty while neglecting substantial aspects such as community involvement in the development process. On those bases the NGOs emerged to offer an alternative approach aimed at closing the inequality gap and the poverty process, as well as participatory approaches aiming at promoting wide community involvement (Prisma No 4 Year XVII/1998).

Along with the development of a global movement to wage war on poverty in a democratic and participatory manner, in the 1980s international donors became increasingly active in working and operating in Indonesia. At that time too the NGO movement became stronger as indicated by the rapid growth in the number of NGOs that undertook community development activities through a participatory approach. Because of the influx of financial resources that flowed from the overseas donors the NGOs became the easiest alternative for channeling idealism and employment opportunities.

However, because of the internal reflection processes inside the NGOs and the concurrent global trend changes, in the mid 1990s Indonesia experienced a shift and reorientation of the NGO movement. Internal critics of the NGO movement saw that the development approach used by the NGOs had failed to close the inequality gap and stop the poverty process. This in turn became the NGO main criticism of the development approach model actively promoted by the government in the 1970s. The participatory processes were distorted to become no more than a technical frame of work that lost its substantial values. The global movement and internal criticisms gave birth to the new generation of NGOs with their alternative approach, that is, an advocacy approach of a more 'political' nature. From then on Indonesia experienced the polarization of NGOs where at one pole stood the 'developmental' NGOs and at the opposite pole was the 'advocacy' NGOs. This polarization also indicated a difference in attitudes and commitment vis-à-vis the government.

4.1. Commitment and Professionalism

Community Development (CD) has been the initial theme of NGO tradition in Indonesia and continues to grow, while the approaches and programs of advocacy only appeared in the 1990s with the NGO internal movement criticizing their own organizations and the global trends of the time. Given their long history, development NGOs should have reached a level of greater maturity in institutional and professional terms.

Until the 1980s, NGO development was known to be strongly committed to the development program, meaning that activities had a clear direction and mission to eliminate economic and social inequalities as a result of development and reiterated a participatory and democratic development process. The work of the first generation of NGOs was considered professional. In program planning, for example, they compiled diligently and strictly applied theoretical principles of development as well as carefully considering specific field conditions. This is the reason why research became an integral part of development activities. Several types of specific research emerged in that period directly related to developmental activities such as the Basic Need Study, action research and others.

With these two parameters, the NGOs themselves discovered that those NGOs that focused on development activities and community empowerment during this period – with a few exceptions - had a weak commitment and low professionalism. Some senior NGO figures interviewed such as Ismet Hadad (Kehati Foundation), Zaim Saidi (PIRAC), Didik J Rachbini (INDEF) and Lily Hasanuddin (YAPPIKA) are of the opinion that today's NGOs in general do not have adequate professional capability. In fact since the 1990s there have been criticisms that NGO activists can only function as 'tradesmen' without knowing or understanding how development should be planned theoretically and conceptually. Zaim adds that the work pattern of NGO activists is no more than amateurish. The evidence is provided by the large number of unsustainable development programs – programs that cease to exist with the completion of the project. This shows that the program has not been planned correctly, with clearly established goals and objective.

In their view there are two basic factors that predisposed the decline of NGO commitment and professionalism today. First, the development of pragmatic trends in project implementation where the important factor is that it must suit the needs of the donor with only formalistic measurements set in place. This trend appeared at a time when government started to form partnerships with NGOs to cooperate in the implementation of development projects. This was caused by the government trend towards massive; uniform projects all happening at the same time. As a result, indicators to measure the success of a project or program

undertaken in a government environment tended to focus on the fulfillment of formal rather than substantial aspects. At a certain level, a similar trend also occurs with government projects originating from international donor agencies involving NGOs in their implementation.

Second, a determining factor in the fall of NGO professionalism is related to NGO internal factors, that is, commitment and the recruiting system. Lily Hasanuddin, director of YAPPIKA, found that there is a trend among NGOs – although it cannot be generalized – to consider the community as a field of work and a business commodity. With this perspective, the NGO becomes an alternative sector for workforce absorption. However, NGOs' lack of remuneration competitiveness has resulted in the absorption of average or low quality individuals. In addition, many NGOs do not have the resources to seriously improve their commitment and conduct staff development.

4. 2. NGO Institutional Capacity

Although in terms of commitment and professionalism there are still many weaknesses, in terms of organizational capacity and institutionalization NGOs have considerable strengths. In terms of human resources, NGO staff is mostly university graduates; many have Masters Degrees and even PhDs. On the other hand, the present generation of NGO leadership is the product of previous NGOs and has to their credit a considerable amount of 'flying hours'. This is because generally NGOs are based on 'breeding'. The establishment of a new NGO is the product of an expansion from an existing NGO –a former branch representation- or has been formed by an activist as a former member of the staff or an activist of a previous or larger NGO. They have sufficient knowledge and experience to undertake development and community empowerment activities.

Other NGO strengths are the ability to build networks both with other NGOs and with their community target groups. The network, in addition to being used to strengthen their political position, can also be maximized for exchange of information and experiences. Many NGO exchange their expert staff to overcome weaknesses in particular sectors. This is an innovative way in which the NGOs manage their shortcomings.

In terms of organizational and managerial capacity and NGOs working in development and empowerment programs these are separated into large and small NGOs because the differences are quite substantial. The organizational structure of large NGOs has been established on the basis of modern organizational principles with a division of authority and responsibilities, a clear

departmentalization and a standard financial system. On the other hand, the organizational structure of small NGOs tends to be simpler. The staff is not separated along the principles of modern organizations, but is simply divided into field facilitators and permanent staff. Although simple in structures, small NGOs apply principles of modern financing.

Table 4.1. Description of NGOs Capacity in Indonesia

ORGANIZATIONAL CAPACITY INDICATOR	NGO SCALE	
	LARGE	SMALL
1. Institutionalization and facilities		
a. legal entity	Foundation/Association	Foundation/Association
b. Vision and mission	general	specific
c. Area of operation	National	Local/regional
d. Asset /office premises	Ownership/ some lease	Lease
2. Leadership and human resource Quality		
a. <i>Leadership succession</i>	Ongoing	insufficient
b. Number of permanent staff	Over 15	Under 15
c. Staff qualifications	Minimal undergraduate; various specializations	Minimal undergraduate, limited specializations
d. Staff recruitment and development	Not planned	Not planned
3. Financial management		
a. Bookkeeping system	Standard	Standard
b. Special staff	Yes	Not all
c. Public accountability	Periodic auditing	Never audited
d. Funding sources	Many and varied	limited
4. Project experience		
a. Project experience	High organizational accumulation	High individual accumulation
b. sectors and issues	Varied	Specific
c. Organizational network	International, varied, weak at grassroots level	International , grassroots, specific

There are four main aspects that can be used when analyzing at the organizational and institutional capacity of NGOs, namely, 1) general institutionalization, 2) human resource quality and leadership, 3) financial management and 4) project management experience.

In terms of institutionalization, NGOs that undertake programs of general empowerment are a clear and legal entity, most of them operating as foundations and only a few as associations. Their organization's vision and mission is clear and, although not consistent, it serves as a point of reference for their activities. The

large NGOs' vision and mission tend to be general, that is their objective is community development and strengthening. On the other hand, small NGOs have a specific vision and mission as, for example, environment and gender. However in terms of the permanence of their place of activities, most of them lease their premises and for that reason they often change address. Only large NGOs tend to own their own premises.

The second aspect, that is, leadership capacity and staff, NGOs in general and small ones in particular face problems related to the mechanisms of leadership succession. Although in constitutional terms the succession obligation is fulfilled, the conditions of their human resources and poor leadership cadre preparation results in dependency on the leader and succession does not succeed. The dependency can be caused two factors, that is, charismatic dominance and the leader's experience or can be the intentional perpetuation of leadership by creating a project access monopoly held by the top NGO leadership.

With relation to staff capability, formally almost all NGO staff has tertiary education (undergraduate, master or PhD) and staffing in excess of 25 for large NGOs. In terms of diversity of specializations, large NGOs tend to provide a wider variety however from the point of depth and specificity, small NGOs are superior. However, both large and small NGOs do not have a planned recruitment process or human resource development programs.

With regard to the third aspect, financial management, in general all NGOs are good. Most NGOs large and small follow and apply terms of modern financial management systems and standard bookkeeping; they employ financial staff and use bank accounts showing the presence of fund management internal controls. However, not all NGOs are audited by a Public Accountant - primarily small NGOs - although auditing is very important to show the exact amount of funds received and public accountability of the NGO financial system. Large NGOs are better equipped to guarantee financial sustainability as their fund sources are varied, however in terms of overheads, large NGOs have large offices and therefore higher expenses.

On the fourth aspect, that is, project management experience, NGOs tend to be adequate. Large NGOs' project experience is an accumulation of institutional experience while the small NGOs accumulate experience only at leadership and staff levels. If measurement is based on specific long-term activities with the assumption that they will provide in depth experience guarantee, then the small NGO are still lacking. It must be noted that the current NGO leadership is provided by the best cadres of the previous generation of NGOs. They have long, proven experience and a wide international network. Conversely, the small NGOs are

limited in their network to institutions working in the same field or sharing the same concerns.

4.3. Program activities

Community development and empowerment activity programs undertaken by NGOs have a wide and diverse scope, however their activities have been focused on six main sectors, namely, 1) Agriculture, Fisheries and Forestry; 2) Small and Medium Businesses; 3) Health, Clean water and Sanitation; 4) Education and Training; 5) Environment and 6) Gender. Out of these six sectors, the ones mostly embraced by the NGOs are Agriculture, Fisheries and Forestry while those in need of additional attention are Health, Nutrition and Sanitation. Many of the development and empowerment programs are implemented according to the following table:

Table 4.2. Community Development and Empowerment Program Pattern

SECTORS ADDRESSED	I. IMPLEMENTATION PATTERN
Agriculture, Fisheries and Forestry	Pattern 1: Need assessment, socialization, training and facilitation Pattern 2: Training, credit facilities and open access to markets Pattern 3: Training and opening access to markets
Small and medium Businesses	Pattern 1: Management guidance and credit assistance Pattern 2: Management guidance, credit assistance and access to markets. Pattern 3: Management guidance, technical assistance to improve quality, business facilitation, and policy advocacy
Health, Clean water and Sanitation	Pattern 1: Socialization and facilitation Pattern 2: Study, social preparation, facilitation and policy advocacy Pattern 3: Social preparation, credit availability and facilitation
Education and training	Pattern 1: Facilitation Pattern 2: Equipment assistance
Environment	Pattern 1: Study, awareness and transfer of business activities Pattern 2: Awareness, credit for business transfer and policy advocacy
Gender	Pattern 1: Credit assistance and business guidance Pattern 2: Skill training and gender political awareness

As it can be seen from the table above, the largest part of community development and empowerment programs are mostly directed towards economic improvement and independence. Only a few patterns are directed towards political awareness - mostly in environment - and only a few points to policy advocacy. The last two were introduced by advocacy NGOs in the 1990s when issues of awareness and advocacy became the trend in NGOs circles. It was also at that time that NGOs started to apply more critical methodologies in community development and empowerment, such as RRA and PRA.

V. DONOR SUPPORTS IN COMMUNITY DEVELOPMENT PROGRAMS IN INDONESIA

Donors have been substantially involved in supporting community development and empowerment programs in Indonesia. Their focus of supports seems correlate with Indonesian political situations. In 1970s and 1980s, when Indonesia was accelerating its economic development, majority of funding from donors were given to support activities relevant to the development of people's economy. However, in the 1990s, when Indonesia's authoritarian political regime got less support, more and more activities supported by donors are in the development of democracy and human rights campaigns as well as other advocacy activities.

This section describes donors' current situation and attentions in providing support for community development and empowerment programs in Indonesia. It begins with general description of donors in Indonesia, followed by donors' focus, location and mechanism of the supports.

5.1. General Description about Donors in Indonesia

Community development and empowerment activities conducted thru NGO involvements in Indonesia, as it has been known; generally depend on cooperation with donors. In this regards, donors are understood as organizations that provide financial supports and other support. Donors, therefore, can be classified into several types: (1) lending organization that provides loans to government, (2) foreign development agencies who provide grants and technical assistance, (3) international NGOs, (4) domestic NGOs, and (5) domestic privately supported institution. Among the donor agencies, international organizations (the first three types) play very important role in providing supports. One aspect of foreign assistance that needs to be given special attention is that funding agencies and donor countries do not just transfer their money to Indonesia, and subsequently ignore whatever happens with it. They instead want to come and stay in Indonesia, to closely watch and monitor the use of their money, in order to make

sure that it is spent effectively and efficiently. This seems to be the reason why many funding agencies open their representative offices in Indonesia.

In addition to support provided by donors, some large NGOs also provide professional relationship with smaller NGOs. The idea behind the division was that large, developed NGOs should assist the smaller ones. It is within this context that the recently introduced term 'Civil Society Resource Organization' (CSRO) could be considered as a replacement for LPSM (Lembaga Pengembangan Swadaya Masyarakat), since they share the same spirit. CSROs are understood as organizations capable to support the development and activities of other organizations in one way or another. As regards funding, they serve as a bridge between donor agencies, which confide their funds to them to be channeled to other organizations. CSROs can also provide technical assistance in the form of trainings or dissemination of information useful to other organizations. A CSRO can be an NGO that also implements its own programs, but it can be an organization that only channels funds and provide technical assistance for others.

Private sector also provides community development program as part of their corporate social responsibility program. Examples of such company are Expand Nusantara, Newmont, Freeport, Rio Tinto, and Astra Group. A group of corporations formed a forum for such program in September 2002, and the forum called Corporate Forum for Community Development.

Donors could be involved directed or indirectly to community development programs that they support. **Table 5.1** below provides types of donor, their involvement in the programs and examples of such category. Lending organizations such as the World Bank and ADB do provide support to community development/empowerment programs but they are not directly involved. They channel the support thru government mechanism since the government is the borrower. In this regards, NGOs may involve in implementation of program. The other types of donor organizations may implement their own programs but majority of them provide supports thru NGO involvement.

Table 5.1. Classification of Donors and Their Involvement in Community Development and Empowerment Programs

Type of Organization	Involvement in CD/CE Programs	Example
Lending organization (G to G)	No direct involvement	The World Bank, JBIC, ADB
Foreign development agencies	Direct and non-direct involvement	JICA, CIDA, USAID
International NGO	Direct and non-direct involvement	Ford Foundation
Domestic NGO	Direct and non-direct involvement	Kehati
Domestic Privately-supported organization	Direct and non-direct involvement	Rio Tinto Foundation, Astra Foundation

5.2. Focus of Support

International NGOs have been involved in community development and empowerment programs in Indonesia for many years. Many of their programs are indented to empower the community either directly or indirectly through the help of local NGOs.

Special attention to this issue has also been given by foreign development agencies. JICA just recently opened NGO Desk, a new division in its Jakarta Office, to help better communication with NGO community. In addition, JICA also provides a special program to this matter. JICA's Community Empowerment Program provides support for the improvement of the grassroots people's welfare and livelihood of developing countries, through the collaboration of the local NGOs with the endorsement of the related government. In 2003, JICA provides seven of such projects, 5 of which are located in Eastern Indonesia. Focus of the program is mainly on community empower in the field of natural resources. Community empowerment program of JICA is one of priority issues in Social Development and Poverty Reduction sector. The other priority issues in this sector are basic education, basic health, agriculture and fishery, social infrastructure, and social security.

AusAID has been consistently promoting community development and empowerment program, especially in Eastern Indonesia. The newly introduced program, ACCESS (Australian Community Development & Civil Society Strengthening Scheme), has provided community-based supports. ACCESS is replacing the previous scheme named IASAS (Indonesia-Australia Small Activities Scheme).

Lender organizations, such as the World Bank, JBIC and ADB tend to support programs focusing on poverty reduction and infrastructure development. Community development programs, if they have ones, are always embedded to the projects. For example, the Kecamatan Development Project (KDP) that is funded by the World Bank to reduce poverty and improve local-level governance in rural Indonesia has emphasized the important of institutionalization of participatory processes in local government and capacity strengthening of the micro-finance institutions developed under the previous KDP schemes.

According to ADB report, involvement of NGOs in ADB loans has been increasing. In 1993, 19 out of 77 approvals (25 percent) require NGO involvement. Currently, the figure becomes more than 40 percent. NGO involvement in technical assistance activities and other aspects of the Bank's operations has shown a trend parallel to NGO involvement in loan activities.

Meanwhile, projects of JBIC, which are mainly for infrastructure, do have community development components. For example, Small-scale Irrigation Management Project (SSIMP) is regarded as a good practice since it promoted community participation in managing their irrigation so that give more added value to the project.

With the current political situation that tends to favor the *reformasi*, donor agencies also support activities to enhance the reform process. This could be seen from focus of activities of other donors. Good governance, structural reforms, human rights, and political participation are common issues in their support focus. However, not all funds from donor agencies are spend to that ends. As a matter of fact, economic and community development programs still get support from donor agencies like CIDA, FADO, JICA, DFID, and AusAID.

5.3. Location of Support

Majority of donors normatively operate in all provinces in Indonesia. However, several others put priority in certain areas, such as AusAID, CIDA, and for some extend JICA. These organizations tend to support activities in Eastern Indonesia. Other donor agencies only focus on dense areas in Java and Bali (BORDA); bioregion (Kehati); and Aceh, Banten, and Lampung. Programs supported by USAID also prioritizing in certain provinces, such as Aceh, West Java, East Java, East Kalimantan, North Sulawesi, and Papua.

5.4. *Mechanism of Support*

Lending organizations provide supports thru government. NGOs involvement for community empowerment required by projects should follow regulations set by implementing agencies. In some cases, private consultant companies who are capable of doing empowerment programs are also considered as NGOs.

Other donor agencies follow other ways of channeling the support. Although international and domestic NGOs share the same mission of assisting the development of civil society in Indonesia, they apparently apply different approaches in managing their services. Some of them simply fund the approved proposals and wait for the report, with only minimum involvement in the implementation of the programs. The Ford Foundation is a good example of such organizations. The other approach is applied by other organizations, which tend to watch the implementation of the programs more closely. FADO, BORDA, and Friedrich Naumann Stiftung are one of such organizations, which prefer to be called "partner agency" than "funding agency."

Whatever approaches each organization prefers, there is no special law or regulation that governs the operation of international NGOs in Indonesia. Their presence in the country is based on special agreements that they signed with certain Indonesian government agencies, ministries or the cabinet secretariat. For example, Japan Foundation, BORDA and the Ford Foundation obtained "operating license" from the cabinet secretariat, and is obliged to submit annual reports to the office.

Table 5.2. Matrix of Donors Support in Community Development and Empowerment Programs in Indonesia

Donor	Focus	Location	Remark
The World Bank	Economic and recovery and growth, accountable government, and better public services to the poor.	Nationwide	NGOs have been involved in projects funded by WB.
JBIC	Economic infrastructure development, such as power plant, irrigation, education, transportation, port, and flood control.	Nationwide	
ADB	Poverty reduction thru provision of support in agriculture and rural development, urban development, water supply and sanitation, forestry, fisheries, health and population, education and human development, small-scale industry and credit, and environmental management and protection.	Nationwide	NGOs have been part of projects funded by ADB since 1980's. Center for ADB – NGO cooperation was formed in 2001 in Manila Office.
AusAID	Education and training, economic governance, civil governance, health, natural resource management, emergency and humanitarian assistance, water supply and sanitation, poverty reduction	Nationwide, however priority is given to Eastern Indonesia provinces.	The largest portion (46%) of the Indonesia Australia Development Cooperation program is in education and training. Community development and empowerment program is only a small portion of the cooperation.
DFID	Pro-poor policy formulation, governance reforms, and forest management reforms.	Nationwide	DFID is strongly stresses the importance of local community involvement in any activities they support. DFID Indonesia has supported more than 35 NGOs, both local and international
JICA	Economic structural reform, good governance, economic foundation, social development and poverty reduction, and environmental conservation.	Nationwide	Provide a special scheme to support grass root: Community Empowerment Program (CEP)

CIDA/Canada Fund	Basic human needs private sector development, environment and human rights, and good governance. Capacity building and gender equity should exist in all sectors.	Nationwide with focus on Eastern Indonesia, such as Sulawesi and East Nusa Tenggara	Direct support to Indonesia NGOs is done thru Canada Fund for Local Initiative (CFLI).
GTZ	Decentralization and government administrative reforms, business promotion and job creation, natural resource protection.	Nationwide	Work closely with NGOs and local government in project implementation.
The Ford Foundation	Community-based natural resource management, reproductive health and women's rights, publication, and good governance.	Nationwide	Total support in 2001 was US\$ 901 million, US\$8.82 million of which was for CSOs.
The Asia Foundation	Good governance, civil society, women political participation, international relation, and economic reform.	Nationwide	50 out of 75 TAF grantees in 2000 are NGOs
BORDA	Economy, health, proper technology, and capacity building.	Java and Bali, mainly in dense areas.	Work with World Bank in implementing <i>Sanimas</i> (Sanitasi oleh Masyarakat) using demand responsive approach (DRA).
British Council	Good governance and human rights, education, and science and environment.	Nationwide	Has been worked with more than 12 NGOs
FADO	Community development, NGO capacity strengthening, gender, and network strengthening.	NTT, South Sulawesi, Maluku, NTB, East Java, and Central Java.	In 2001 FAVO supported 21 NGOs.
HIVOS	Economy and micro finance, culture, women and development, sustainable development, human rights and AIDS.	Nationwide	HIVOS has supported 36 Indonesian NGOs

VI. CONCLUSION

In relation to the preparatory study for "*Technical cooperation for Community Empowerment Program with Civil Society in Indonesia*" the JICA Study Team collects and analyzes information related with commitment of the GOI and implementation community empowerment and GO-NGO relation and partnership.

There are four question of the study. *Firstly*, how far the Indonesia law, regulation and policy of the GOI are committed to implement community empowerment and to make collaboration with NGO and CBO. *Secondly*, how far the GOI administrations have functioned effectively to coordinate, to implement and to monitor community empowerment activities and to empower NGO and CBO. *Thirdly*, how Indonesian NGOs have commitment and capacity to increase their partnership with the GOI. *Finally*, how far international donors supported their commitment to GO-NGO cooperation and community empowerment program. The result of the study is expected to be a preliminary basis for decision-making process.

6.1. The GOI Commitment and Policy in CD/CE and GO-NGO Partnership

- a. The GOI respond and commitment to NGO is basically based the law and regulation (Law No. 4/1984: Environmental Management). The only law that is explicitly related to Indonesian NGO is Law Number 21/2001 about Foundation. However, the fact not all NGO in Indonesia cannot be categorized as Yayasan in legal body.
- b. So far, the GOI seems to see NGO in the perspective of politics as stated in the Law Number 8/1985 about Social Organization. From the perspective of the Law, NGO as part of Social Organization that must be directed to be controlled by the GOI in this sense is by the Directorate General of Social and Political Affairs, because as a mass and social organization, NGO might be as disturbance against the government.
- c. In terms of definition, role and function of NGO in the relation of GO-NGO partnership, there is no common understanding among the government agencies. This in turn influence to the model of GO-NGO partnership, and how the government treats the NGO in accordance with social and political condition.
- d. Whereas in terms of the policy in community empowerment, the government seems to have formulate adequately its policy and strategy. Even after the reformation era, the GOI has broadened sphere for the NGO participation in community development. The GOI invites NGOs that not only in the project implementation, but also in policy formulation and in controlling the project. However in implementation, almost all of policy strategies are aiming at supporting or being in line with the government-perspective community empowerment.

6.2. Capacity and Administration Function of Government Agencies

- a. Management and administrative function of the government of Indonesia lay on three main agencies: (i) Bappenas with its main function in policy formulation, program planning and budgeting, controlling and coordination; (ii) State Secretariat (Setneg) with its function as regulator, administration of GO-NGO; and (iii) Sectoral Agency with its function in implementing.
- b. Collaboration of GO-NGO in community development and community empowerment has been running since an era of 1970s. There are usually three types of collaboration. (i) NGO collaborate with the government to implement program in the field as Field Facilitator and mediator with the community; (ii) NGO gets involved in evaluating and monitoring the government project of community empowerment; (iii) NGO gets involved in policy and program design formulation. However, most of collaboration is limited in the type 1, NGO as implementing agency for field facilitator.
- c. Community development and community empowerment programs have been long implemented by the GOI the various projects of poverty alleviation, small farmer participation promotion, small-scale industry development, kampung improvement program, etc. At national wide, the government policy explicitly invited NGO to participate in the government project of community empowerment in 1993, while the government launched the program of Inpres Desa Tertinggal. After the crisis of 1997, the government more intensely supported programs of community empowerment both the in the scheme of poverty alleviation, crash program of social safety net. Etc. However most of the community empowerment program is still understood in more technical formal meaning rather than substantial one.
- d. In terms of community empowerment, the GOI formulate three pillars of empowerment, (i) The government is committed to support economic growth for underdeveloped regions; (ii) Empowering the poor community; (iii) capacity building for CBOs. However, there is a fact that the government administration function is less effective. In terms of the improvement of collaboration of GO-NGO, the government needs to be supported with database of NGOs, its activities and also community empowerment experiences both in the government agencies and in NGOs.

6.3. Review on NGO in CD dan CE

- a. NGO involvement in CD/CE program was resulted from global trends to fight poverty through democratic and participative ways. In the mid-1990's however there was a shifting and re-orientation of NGO movement since participatory

- process that has been implemented was distorted and became a technical and formal procedure and lost of its substantive values.
- b. Two factors have been contributing to degradation of the current NGO's commitments and professionalisms. First, pragmatism in implementing projects where NGOs only accommodate donors' indicators. Second, commitment and recruitment of NGO staff which assume that community is a job field and commodity for them.
 - c. There are four aspects can be used to examine NGO organizational capacity and institution: (1) institution and facility, (2) leadership and HR quality, (3) financial management, and (4) experience in implementing projects. By using these four aspects, a NGO can be categorized as big or small one.
 - d. CD and CE activities conducted by NGOs vary and are broad in scope. The main focus so far however are only limited to six sectors: (1) agriculture, fishery, and forestry, (2) small and medium enterprises, (3) health, clean water, and sanitation, (4) education and training, (5) environment, and (6) gender. Majority of CD and CE activities are only focused on economy improvement and community self-reliance, and only few that touch political awareness of the community.

6.4. Donor Support in CD and CE Program

- a. Community development and empowerment programs in Indonesia heavily depend on supports from donors. Donors in this regards are organizations that provide financial and other supports. They could be classified into five groups: (1) lending organization, (2) foreign development agencies, (3) international NGOs, (4) domestic NGOs, and (5) domestic privately supported institution. Among them, foreign donors play very significant roles.
- b. Involvement of donor agencies in community development and empowerment programs they support could be direct or indirect. Lending organizations are not directly involved, and they channel the fund thru government mechanism as the borrower. The other types of donors implement their own programs but majority of them provide supports thru NGO involvement.
- c. Donor attention toward community development and empowerment program has been existing for many years, particularly by international NGOs. Foreign development agencies also have similar trend, such as AusAID with its SAS (Small Activity Scheme) program, which is now replaced by ACCESS (Australian Community Development & Civil Society Strengthening Scheme). Recently, JICA also has similar attention by having NGO Desk and Community Empowerment Program.

- d. Priority sector or focuses of donors' programs vary, depending on nature of the donors. Lending organizations tend to focus their support on poverty reduction and infrastructure development, in which community development programs are required. Other types of donors support programs in capacity building, micro finance, natural resource management, etc. Some others focus their support on good governance, structural reforms, human rights, and political participation issues. However, economic and community development programs still get support from donor agencies like CIDA, FADO, JICA, DFID, and AusAID.
- e. Majority of donors operate in all provinces in Indonesia, but several others put priority in certain areas, such as AusAID, CIDA, and for some extend JICA. These organizations tend to support activities in Eastern Indonesia. Other donor agencies only focus on dense areas in Java and Bali (BORDA); bioregion (Kehati); and Aceh, Banten, and Lampung. Programs supported by USAID also prioritizing in certain provinces, such as Aceh, West Java, East Java, East Kalimantan, North Sulawesi, and Papua.
- f. While lending organizations channel their supports thru government mechanism, other donors follow other ways of channeling. Some of them simply fund the approved proposals and wait for the report, with only minimum involvement in the implementation of the programs. The other approach is applied by other organizations, which tend to watch the implementation of the programs more closely.

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List Of Respondent

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NGO	1. Lily Hasanudin	Yappika
	2. Zaim Saidi	Pirac
	3. Ismed Hadad	Kehati
Government	4. Suropto	State Secretariat
	5. Bito Wikantoso	Rural Society Empowerment (PMD)
	6. Soni Sumarsono	Minister Of Home Affair (Bangda)
	7.	Bappenas
Donor	8.	JBIC