

Briefing

Developing a jurisdictional monitoring system aimed at improving sustainable rural development

West Papua

Key messages

- Economic development is increasing in West Papua and safeguards need to be implemented to ensure that an economic transition is sustainable and equitable.
- Improving land and resource governance is the clearest pathway for safeguarding the interests of the people and environment of West Papua.
- Measures for improving land and resource governance include recognising customary land and resource rights, and creating a sustainable business investment protocol.
- The jurisdictional performance system will enable diverse stakeholders in West Papua to define their goals for the province, to monitor progress towards achieving these goals and to ensure that sufficient progress is being made.
- The project partners conducted an analysis of the timber supply chain and held stakeholder consultations to develop indicators, targets and a monitoring system for the jurisdictional performance system.

About this publication

Developing a jurisdictional monitoring system aimed at improving sustainable rural development

West Papua

Multiple stakeholder groups are involved in a project developing a jurisdictional performance system aimed at improving land-use governance in West Papua, Indonesia

Keywords: multistakeholder engagement, land-use governance, jurisdictional performance system, decision-making, sustainable development

Country/Region: Indonesia

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Introduction

The province of West Papua in Indonesia is one of the poorest yet most highly forested in the country. Indigenous Papuans, many of whose rights to land and resources are not recognised formally in Indonesian law, comprise the majority of the poor. Can poverty in West Papua be alleviated in a way that recognises the rights of indigenous Papuans while preserving the natural environment? The European Forest Institute (EFI) and Institut Penelitian Inovasi Bumi (INOBU), a sister organisation of Earth Innovation Institute (EII), have been working together since 2013 to find a solution to this challenge. We have sought to trial an innovative, new approach for improving land and resource governance at the level of jurisdictions. Through improving land and resource governance, we aim to ensure that commodities are produced sustainably, equitably, and in a way that recognises and respects the rights of indigenous Papuans. At the centre of this strategy is a jurisdictional performance system. In this brief, we discuss the rationale for a jurisdictional performance system in the context of West Papua. We discuss the collaborative process of developing performance goals and indicators for the system. We then discuss the proposed design of the monitoring system and the next steps for piloting it in West Papua.

Improving land governance to ensure the sustainable rural development

The Indonesian province of West Papua sits at the western tip of the island of Papua. Formed in 2003, the province has special autonomy status derived from the Special Autonomy Law of 2001 (Undang-Undang No 21 Tahun 2001 tentang Otonomi Khusus bagi Provinsi Papua). The province is rich in biodiversity, encompassing diverse ecosystems such as the highland forested areas of the Arfak Mountains and the coral reefs of the Raja Ampat Islands. The province is also one of the poorest in Indonesia with around 27.04 per cent of the population classified as poor in 2012 according to Indonesian national statistics . In rural areas, the incidence of poverty is much higher at 36.33 per cent. Poverty affects indigenous Papuans far more than non-indigenous Papuans. Indigenous farmers in West Papua still rely on subsistence, swidden farming as their main livelihood, complemented by animal husbandry, hunting, fishing and collecting wild products (Boissière and Purwanto, 2007). In some places these farming strategies are integrated with the cultivation of cash crops. Non-indigenous farmers in West Papua, however, are more likely to be engaged in the cultivation of cash crops and to participate in industrial plantations such as oil palm.



◀ **Indigenous Papuan farmer**

Pegunungan Arfak District, West Papua

Source: Bernardinus Steni

Economic development in many parts of Indonesia in recent decades has been driven, to a large extent, by commercial land uses. These land uses range from forestry and industrial plantations to mining operations. Although contributing significantly to national and regional economic growth, commercial land uses in Indonesia have also led to deforestation and environmental degradation, social conflict and, in some places, have exacerbated rural poverty. West Papua, in contrast, has not undergone such rapid economic transformations. There have been, however, trends in the use and management of land and resources that indicate some of the challenges West Papua is likely to face in the future. Forestry concessions, one of the prime drivers of deforestation and degradation in West Papua, rarely involve indigenous Papuans in their operations. Where industrial-scale plantations, in particular oil palm, have been established, they have often been detrimental to indigenous Papuans and have benefitted migrants and transmigrants from other parts of Indonesia. Conservation areas have also been demarcated without recognising the ownership of lands and resources by indigenous Papuans. Historically, land and resource governance in West Papua has excluded indigenous Papuans and has led to the degradation of the natural environment.

The government of President Joko Widodo, elected in 2014, has made economic development in the two provinces of Papua a national priority, focusing especially on improving infrastructure [2]. Without significant improvements in land and resource governance, however, the historical trends of exclusion of indigenous Papuans and environmental degradation will be exacerbated.

In contrast, the governor of West Papua, Abraham Atururi, formally declared in 2015 that the province of West Papua would become the world's first conservation province [3]. The declaration was signed in the presence of the Home Affairs Minister Tjahjo Kumolo as well as regents from several districts in West Papua. The governor stated while signing the declaration:

'This declaration [of transforming West Papua into a conservation site] will help us maintain and manage our natural resources wisely and continuously so that [...] the future generation can enjoy them.' [4]

In order to monitor this transformation the West Papua provincial government has asked the EU REDD Facility and its partners for support to develop a jurisdictional monitoring system.. Although there are existing policies and structures for implementing and monitoring economic development and improving infrastructure, there are fewer mechanisms for ensuring that economic development is equitable and sustainable. A jurisdictional performance system could support the achievement of these goals.



A jurisdictional performance system

A jurisdictional performance system aims to drive large-scale, jurisdiction-wide transitions towards low-emission rural development, through 'bottom-up' multistakeholder processes [5]. The transition towards low-emission rural development should involve all stakeholders within a jurisdiction, including government actors, businesses, smallholder farmers and indigenous people. Under a jurisdictional performance system, public policies and numerous initiatives, including market initiatives, can be aligned and harmonized to favour the transition to low-emission rural development. As the entire jurisdiction moves towards low-emission development, the external market and financial actors will eventually acknowledge the progress within the jurisdiction.

A jurisdictional performance system should have the following important elements:

- A broadly-shared definition (performance indicators) of what progress looks like, with quantitative, time-bound targets and milestones for key issues such as slowing deforestation, improving livelihoods, increasing productivity and legal compliance
- A multistakeholder governance structure for developing and implementing a jurisdiction-wide low-emission rural development (LED-R) plan
- A system for reliably and inexpensively monitoring the progress in achieving the milestones through a web and geographic information system (GIS)-based monitoring system
- An integrated financial and non-financial system of incentives for driving land-user behaviour towards achieving the performance indicators



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The performance indicators should be simple, easy to monitor and should lead to desired changes within the jurisdiction (Box 1). For instance, a case study in the state of Mato Grosso in Brazil (Nepstad et al., 2013) cites its performance system as monitoring the following indicators:

1. Deforestation
2. Percentage of jurisdiction protected or indigenous lands
3. Forced labour
4. Production

Box 1. Recommended characteristics of a jurisdictional performance system that could be developed and implemented to measure the progress of jurisdictions towards low-emission rural development, linking together sustainable supply chain, REDD+ and domestic policy approaches (Nepstad et al., 2013).

- Simple: focusing on three or four key issues initially, but becoming more complex over time
- Easy and inexpensive to implement/monitor: building on existing monitoring systems
- Focusing on performance, not practices: featuring the measurement of jurisdiction-wide performance, not the means for achieving that performance
- Home-grown: aligned with, owned and developed by the rural sectors of each region
- Compatible with international standards/commitments: compatible with, and supportive of, the standards (for example commodity roundtables, Forest Stewardship Council and REDD+ safeguards), processes (for example soy and beef moratoria and Consumer Goods Forum 2020 agenda) and commitments (for example Unilever sustainability goals) that have been developed within sustainable supply chain initiatives
- Progressive: encouraging improvement over time, with clear incremental steps towards higher performance
- Scalable: designed to easily scale across the hierarchy of jurisdictions (from counties, to states, to nations)

Designing a jurisdictional performance system for West Papua

INOBU, supported by the EU REDD Facility of EFI, has supported stakeholders in West Papua to develop a jurisdiction performance system in the province. To develop performance indicators, an analysis was conducted by INOBU. From the analysis, a set of indicators was proposed. Between August and October 2015, a series of public consultations were carried out to refine the proposed performance indicators based on the aspirations of different actors. West Papua is different to other provinces in Indonesia. There is no dominant crop or land use that drives economic growth. The support for economic growth in the province comes from offshore liquid natural gas (Resosudarmo et al., 2014). Implementing a jurisdictional performance system in West Papua cannot simply replicate examples from other jurisdictions.



The special autonomy status of West Papua provides some guidance as to the areas that need to be monitored under a jurisdictional performance system. Under special autonomy laws, the provincial government of West Papua has the mandate and authority for:

- Economic development
- Environmental management
- Customary land rights
- Social protection
- Support for institutions in particular the Papuan Indigenous People's Council (Majelis Rakyat Papua)

These five areas provide guidance as to the type of system and indicators needed to monitor the performance of West Papua and the realisation of its special autonomy status. The goals of special autonomy status, however, should be framed within the broader environmental, economic and social trends in West Papua.



Airport development

Pegunungan Arfak
District, West Papua

Source: Bernardinus Steni

The performance targets

Following the public consultations and workshop held in Manokwari, in October 2015, the following performance targets were identified for the entire province.

1. Poverty alleviation targets

- By 2020 the rate of poverty in West Papua will be reduced from 26.67% to 13%
- By 2030 it is hoped the rate of poverty will reach 2%

2. Registration target and recognition of customary areas target

- Within a minimum of five years, five customary areas based on ethnic groups are registered in every district (65 in West Papua)
- Every district issues a local regulation (PERDA) for the recognition of customary areas and a minimum of one customary area based on ethnic group

3. Forest cover target

- 70% of forest cover is protected in the year 2025*

*The 2025 target takes into account the planned developments within the medium-term plan. It is also assumed that the period 2015 to 2020 is the period for implementing the commitments that have already been agreed to through forestry programmes as well as climate change policies.

4. Economic targets

- Production of commodities that are priorities for the community increase by 50% within five years according to the context in each area**
- Companies or investors in West Papua implement operations that are environmentally and socially sustainable

**The optimistic target of 50 per cent can be achieved if the recognition of customary rights covers all types of resources, among others, forests, rivers, lakes, oceans, fish, timber, minerals and forest gardens.



Indigenous Papuan farmer

Pegunungan Arfak District, West Papua

Source: Bernardinus Steni

Monitoring system design

Based on the results of the consultations and discussions at the workshop, a design for the monitoring system was proposed. The jurisdictional performance monitoring system will focus on the performance indicators. The user interface will be designed around the principle of providing information for assessing progress towards performance targets. This information will be represented numerically and as graphs, as well as on maps. The presentation of geographical data will involve the following layers that present the data for each performance indicator:

- Poverty indicators according to access to services
- Poverty indicators according to household assets and welfare
- Boundaries of customary lands
- Indicative customary land
- Districts with/without regulations for recognition of customary lands
- Forest cover in West Papua
- Protected areas according to different classifications
- Priority commodities according to administrative areas, production volumes and annual changes
- Boundaries of commercial land-use concessions with data related to operations and compliance with regulations

The monitoring system could be enhanced upon request to include other environmental and social data, such as for deforestation, forest fires and population.



◀ **The INOBU team during fieldwork**

Pegunungan Arfak District, West Papua

Source: Bernardinus Steni

Integrating the results of the performance monitoring system into decision-making

The monitoring system needs to be linked to an institution that has the authority to recommend or design the changes that the performance indicators show are needed. Without direct links to an institution or institutions, the results of the monitoring system are unlikely to lead to changes in policies, laws and regulations, and interventions. Possible institutions that the monitoring system could be linked to include:

1. A specifically designed, multistakeholder platform
2. An existing entity, such as the Indigenous People's Council of West Papua
3. For direct reporting, the West Papuan Provincial Assembly

Linking to each of these institutions has advantages and disadvantages. Whereas linking to a multistakeholder platform would be more representative of actors with interests in the performance of jurisdictions or with the authority to make changes, the platform would be unable to directly make changes within the remit of the institution. And, although the Indigenous People's Council or Provincial Assembly have legislative authority and mandates, these forums would exclude the participation of representatives of the private sector and civil society.

A hybrid institutional design seems more appropriate. In such a model, a provincial assembly or governor would issue a regulation establishing a multistakeholder platform that includes representatives from the government, Indigenous People's Council, the private sector and civil society. The entity would have a mandate and a budget for discussing the results of the jurisdictional monitoring system, reviewing and approving reports, and providing recommendations to the governor and provincial assembly. The institution would also nominate a government agency to host the monitoring system, and appoint the members of the technical team to review, analyse and provide recommendations on the results of the monitoring system.

Conclusion

As the focus of the Indonesian Government shifts to West Papua, there need to be safeguards in place to ensure that economic development is sustainable and equitable. Improving land and resource governance is the clearest pathway for safeguarding the interests of the people and environment of West Papua. Measures for improving land and resource governance include recognising customary land and resource rights and creating a sustainable business investment protocol. Developing a jurisdictional performance system is an opportunity for diverse actors in West Papua to define their aspirations and goals for the province. Based on the performance goals that were agreed, they can monitor progress towards achieving those goals, and adapt the strategies as necessary to ensure that sufficient progress is being made. The next phase of the work in West Papua will involve refining the indicators, developing the system and piloting it in two districts in the province. This work will also involve integrating the system into decision-making processes in West Papua. The jurisdictional performance monitoring system will provide a means for improving land and resource governance that ensures that economic development in West Papua is sustainable and equitable.



**Pegunungan Arfak
District, West Papua**

Source: Bernardinus Steni

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Endnotes

1. [1] Papua Barat dalam Angka (2012)
2. [2] <http://www.wsj.com/articles/indonesias-widodo-puts-development-spotlight-on-remote-papua-1431660777>
3. [3] <http://www.conservation.org/global/indonesia/berita/Pages/provinsi-konservasi.aspx>
4. [4] <http://jakartaglobe.beritasatu.com/news/west-papua-declares-first-conservation-province-indonesia-world/>
5. [5] A jurisdiction is defined as an area within which a particular system of laws is applied. In the case of Indonesia, a jurisdiction can range from: the village level (according to the Village Law no 6/2014); the district and the provincial levels (according to the Regional Autonomy Law); and finally the national level.

About the EU REDD Facility

The EU REDD Facility supports partner countries in improving land use governance as part of their effort to slow, halt and reverse deforestation. The Facility also supports the overall EU effort to reduce its impact on deforestation in developing countries. The Facility is hosted by the European Forest Institute (EFI), and was established in 2010.



Disclaimer

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