

WORKING WITH
NATURE
AGAINST POVERTY

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WORKING WITH
NATURE
AGAINST POVERTY

**Development, Resources and the
Environment in Eastern Indonesia**

Edited by
**Budy P. Resosudarmo
and Frank Jotzo**



INSTITUTE OF SOUTHEAST ASIAN STUDIES
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FOREWORD

The development challenge is joined by humanity in many different environments. Small and isolated communities face many special challenges. This book describes and analyses those challenges in an important and interesting context: three eastern provinces of the Republic of Indonesia.

Small and/or isolated economies face unusually large costs in participating in trade and specialization. They find it difficult to catch the attention of owners of capital in all its forms. They are at a disadvantage in the supply of public goods of all kinds that are necessary for development – from governance, to transport, to communications infrastructure – because costs fall with scale.

These and other disadvantages of small size and isolation are well represented in the stories presented in this book about development and the environment in Papua, Maluku and East Nusa Tenggara. Budy P. Resosudarmo and Frank Jotzo present a set of chapters that brings out in rich detail the nature of the development challenge in these provinces, the response to it and the lessons from experience so far.

These are relatively poor regions within Indonesia, in income, health, education and other ways. Poverty has so far been impervious to development efforts.

In these three eastern Indonesian provinces, limitations on scale are even more acute below the level of the province. In each of them, internal integration is blocked by ocean, swamp or mountain, so that the effective economic size of communities for purposes of development is smaller again.

These characteristics of scale and location are as old as human society in these regions. This means that populations have not expanded as close to the limits of resource availability as in places that are better located for trade, specialization and economic growth. As a result, natural resource endowments tend to be large relative to population. The three provinces are all rich in natural resources relative to population, with Papua being

exceptional on a global as well as a national scale. This offers both a source of potential and a source of challenge for development. An abundance of natural resources can be a blessing or a curse for development. As the authors of individual chapters in this book observe, whether a high per capita endowment of natural resources is a blessing or a curse depends above all on the quality of governance.

These are environments in which the nature of the development challenge requires large inputs from government, but in which resources of good governance are scarce. Governance resources are scarce because of the absence of a history of large-scale organization of society, government and business. The requirements of government are especially important in resource-rich environments because there is the special challenge of reconciling economic growth with sustainability, and because the utilization of opportunities for development requires effective government to collect revenues from the resource-based industries and apply them to the provision of public goods and services. These are challenging governance issues anywhere. They are especially challenging in poor and underdeveloped communities with weak governance systems.

The editors of this book have brought together rich material on development in an unusual and interesting setting. I have learned a great deal from the book, and commend it to others who are interested in the challenges of development and its interaction with the environment.

Ross Garnaut
Vice-Chancellor's Fellow and Professorial Fellow in Economics,
University of Melbourne and
Distinguished Professor, Australian National University
Canberra, December 2008

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CONTRIBUTORS

Dedi S. Adhuri, Scientist, Policy, Economics and Social Science, WorldFish Center, Penang, Malaysia

Hidayat Alhamid, Scientist, Forestry Research and Development Agency, Ministry of Forestry, Manokwari, Indonesia

Chris Ballard, Fellow, Division of Pacific and Asian History, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Glenn Banks, Associate Professor, School of People, Environment and Planning, College of Humanities and Social Sciences, Massey University, Palmerston North, New Zealand

Colin Barlow, Visiting Fellow, Department of Political and Social Change, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

David Campbell, Senior Economist, Desert Knowledge Cooperative Research Centre: Livelihoods in Land & Centre for Remote Health, Alice Springs, Australia

Michelle Carnegie, Post-doctoral Fellow, Department of Human Geography, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Astia Dendi, Senior Advisor, GTZ Good Local Governance, Mataram, Indonesia

Rili Djohani, Country Director, The Nature Conservancy in Indonesia, Jakarta, Indonesia

Ian M. Dutton, Deputy Regional Director, Asia-Pacific Region, The Nature Conservancy, Alaska, United States

Karla M. Dutton, Alaska Program Director, Defenders of Wildlife, Alaska, United States

James J. Fox, Professor, Resource Management in Asia-Pacific Program, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Ria Gondowarsito, Member, Nusatenggara Association, Canberra, Australia

Suriadi Gunawan, Senior Researcher, National Institute of Health Research and Development, Ministry of Health, Jakarta, Indonesia

Heinz-Josef Heile, Former Program Director, GTZ PROMIS-Nusa Tenggara, Mataram, Indonesia

Bambang Heru, Director, Directorate of Animal Husbandry, Fishery and Forestry Statistics, Statistics Indonesia (BPS), Jakarta, Indonesia

Frank Jotzo, Research Fellow, Resource Management in Asia-Pacific Program, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Peter Kanowski, Professor, Fenner School of Environment and Society, College of Medicine, Biology and Environment, The Australian National University, Canberra, Australia

Stephanus Makambombu, Former Senior Advisor, GTZ PROMIS-Nusa Tenggara, Waingapu, Indonesia

Chris Manning, Associate Professor, Arndt-Corden Division of Economics, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Lydia Napitupulu, Lecturer, Faculty of Economics, University of Indonesia, Depok, Indonesia

Ditya A. Nurdianto, PhD Candidate, Arndt-Corden Division of Economics, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Budy P. Resosudarmo, Fellow, Arndt-Corden Division of Economics, Research School of Pacific and Asian Studies, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Ida Aju Pradnja Resosudarmo, Post-doctoral Scholar, Fenner School of Environment and Society, College of Medicine, Biology and Environment, and Crawford School of Economics and Government, College of Asia and the Pacific, The Australian National University, Canberra, Australia

Agus P. Sari, Country Director, Ecosecurities Indonesia, Jakarta, Indonesia

Setijati D. Sastrapradja, Senior Scientist, Indonesian Institute of Sciences, Jakarta, Indonesia

Endang R. Sedyaningsih, Senior Researcher, National Institute of Health Research and Development, Ministry of Health, Jakarta, Indonesia

Elina Situmorang, Lecturer, Faculty of Economics, Papua State University, Manokwari, Indonesia

Tom Therik, Lecturer, Artha Wacana Christian University, Kupang, Indonesia

Craig Thorburn, Senior Lecturer, School of Geography and Environmental Science, Faculty of Arts, Monash University, Melbourne, Australia

Velix Wanggai, Staff Member, National Agency for Development Planning (Bappenas), Jakarta, Indonesia

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Budy P. Resosudarmo and Frank Jotzo
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We dedicate this book to our families:

Daju Omang, Dhika, Yana and Sesa
and especially my mother
Satimah Sudjiran Resosudarmo
28 December 1925 – 29 October 2008

Budy P. Resosudarmo

Sally, Benjamin and Alana

Frank Jotzo

GLOSSARY

<i>abangan</i>	nominal (Muslims)
<i>adat</i>	tradition, customs, customary laws
AMDAL	<i>analisis mengenai dampak lingkungan</i> (environmental impact analysis)
APIA	<i>alokasi penangkap ikan asing</i> (foreign fishing vessel allocation)
AusAID	Australian Agency for International Development
Bapedal	Badan Pengendalian Dampak Lingkungan (Environmental Impact Management Agency)
Bappeda	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Agency)
Bappenas	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)
BBM	Buginese, Butonese and Makassarese
BKKBN	Badan Koordinasi Keluarga Berencana Nasional (National Family Planning Coordination Agency)
BMZ	Bundesministerium fuer Wirtschaftliche Zusammenarbeit (German Ministry for Economic Cooperation)
<i>bodi susun</i>	a slightly larger version of a <i>bodi</i> with a better cabin
<i>bodi</i>	a small vessel fitted with an engine and used for illegal shark fishing
BPN	Badan Pertanahan Nasional (National Land Agency)
BPS	Badan Pusat Statistik (Statistics Indonesia), Indonesia's central statistics agency
Brimob	Brigade Mobil (Mobile Brigade), crack police forces
<i>bupati</i>	district head
CARDI	Consortium for Assistance and Recovery toward Development in Indonesia
CDK	Cabang Dinas Kehutanan (Provincial Forestry Service)

CEO	chief executive officer
CSIRO	Commonwealth Scientific and Research Organization (Australia)
DAK	Dana Alokasi Khusus (Specific Purpose Fund)
DAU	Dana Alokasi Umum (General Purpose Fund)
<i>desa</i>	village
Dewan Adat Papua	Papuan Tribal Council
<i>dinas</i>	office or agency
Dinas Perindustrian	Industry Office
Dinas Pertanian	Agriculture Office
DPR	Dewan Perwakilan Rakyat (People's Representative Council, also known as the 'House of Representatives' and as 'parliament')
DPRD	Dewan Perwakilan Rakyat Daerah (regional assembly)
DPRP	Dewan Perwakilan Rakyat Papua (Papuan People's Representative Council), the provincial parliament
<i>dusun</i>	hamlet (there are usually 4-5 hamlets in each village)
EIA	environmental impact assessment
FKM	Forum Kedaulatan Maluku (Christian Maluku Sovereignty Forum)
FPI	Front Pembela Islam (Muslim Defenders Front)
GDP	gross domestic product
GMIT	Gereja Majilis Injili Timor (Calvinist Church of Timor)
Golkar	orig. Golongan Karya (the state political party under the New Order, and one of the major post-New Order parties)
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit, German Society for Technical Cooperation
<i>hak asal-usul</i>	customary or original rights
<i>halal</i>	food prepared in a manner suitable for Muslims to eat
HDI	human development index
HPH	<i>hak pengusahaan hutan</i> (large-scale timber harvesting concession)
HTI	<i>hutan tanaman industri</i> (industrial forest plantation concession)
ICMC	International Catholic Migration Commission
IDP	internally displaced person
IDT	Inpres Desa Tertinggal (Neglected Villages Program, a special presidential program for poor villages)
ILO	International Labour Organization
IMC	International Medical Corps

Inpres	Instruksi Presiden (Presidential Instruction), a program of special grants from the central government
IPB	Institut Pertanian Bogor (Bogor Agricultural Institute)
IPK	<i>izin pengusahaan kayu</i> (small to medium-scale timber harvesting permit)
ISAI	Institut Studi Arus Informasi (Institute for the Study of the Free Flow of Information)
ITCQ	individual transferable catch quota
<i>kabupaten</i>	district
<i>kain timur</i>	traditional textiles
<i>kampong/kampung</i>	village
<i>kapupaten</i>	district
<i>kecamatan</i>	subdistrict
<i>kelompok</i>	cooperative, group
<i>kepala kampong/kampung</i>	village head
KfW	Kreditanstalt für Wiederaufbau (German government-owned development bank)
KNIL	Koninklijk Nederlands Indisch Leger (Royal Dutch Indies Army)
Kopassus	Komando Pasukan Khusus (Special Forces Command)
Kostrad	Komando Strategi Angkatan Darat (Army Strategic Reserve Command)
<i>kota</i>	city, municipality
KPAP	Komisi Penanggulangan AIDS Provinsi Papua (Papua Province AIDS Commission)
KPH	Kesatuan Pemangkuan Hutan (Local Forestry Service)
KPK	Komisi Pemberantasan Korupsi (Commission for the Eradication of Corruption)
KPM	Koalisi Pengungsi Maluku (Maluku IDP Coalition)
KSK	<i>koordinator statistik kecamatan</i> (subdistrict statistical coordinator)
kW	kilowatt
<i>ladang</i>	clearing for special cultivation
Lakpesdam NU	Lembaga Kajian dan Pengembangan Sumber Daya Manusia Nahdlatul Ulama (Nahdlahtul Ulama Institute for Human Resource Studies and Development)
<i>lambo perahu</i>	sailing boat of a kind used by Butonese and Bajau; it is described by Australian authorities as a 'type 2' boat
Laskar Jihad	Holy War Warriors
LEMASA	Lembaga Adat Masyarakat Suku Amungme (Amungme Traditional Council)

LIPI	Lembaga Ilmu Pengetahuan Indonesia (Indonesian Institute of Sciences)
Litbang Pertanian	Agriculture Institute
LKMD	Lembaga Ketahanan Masyarakat Desa (Village Community Resilience Council)
LMD	Lembaga Musyawarah Desa (Village Consultative Council)
LNG	liquefied natural gas
LPMAK	Lembaga Pembangunan Masyarakat Amungme dan Kamoro (Amungme and Kamoro Community Development Institution)
Mam	lowlanders (Papua) [specific to Papua]
Mbrei	non-Papuans (Papua) [specific to Papua]
Min	highlanders (Papua) [specific to Papua]
MOU	memorandum of understanding
MOU Box	the area off the northwest continental shelf of Australia to which 'traditional' Indonesian fishermen would be given access
MPR	Majelis Permusyawarahan Rakyat (People's Consultative Assembly), the national house of representatives
MRP	Majelis Rakyat Papua (Papuan People's Assembly), the Papuan house of representatives
mtd	metric tonnes per day
MUI	Majelis Ulama Indonesia (Council of Indonesian Ulama)
<i>musyawarah</i>	participative conference, discussion, or meeting
MW	megawatt
<i>negeri</i>	village (Maluku)
<i>negeri adat</i>	a traditional village
<i>negeri administratif</i>	an administrative ('new') village (Maluku)
<i>nekey</i>	tribal elder (Papua) [specific to Papua]
New Order	the government led by President Soeharto, 1965–98
NGO	non-government organization
NIT	Negara Indonesia Timur (Federation of East Indonesian States)
NTB	Nusa Tenggara Barat (West Nusa Tenggara)
NTT	Nusa Tenggara Timur (East Nusa Tenggara)
OCHA	Office for the Coordination of Humanitarian Affairs
OPIC	(US) Overseas Private Investment Corporation
OPM	Organisasi Papua Merdeka (Free Papua Movement)
<i>padi</i>	wet rice field
PAN	Partai Amanat Nasional (National Mandate Party)

Pancasila	the five guiding principles of the Indonesian state (belief in God, humanitarianism, nationalism, democracy and social justice)
PDAM	Perusahaan Daerah Air Minum (Municipal Drinking Water Enterprise)
PDI-P	Partai Demokrasi Indonesia-Perjuangan (Indonesian Democratic Party of Struggle)
PemProv Papua	Pemerintah Provinsi Papua (Papua Provincial Government)
<i>perahu</i>	traditional sailing boat
<i>perda/Perda</i>	<i>peraturan daerah</i> (local/regional regulation)
<i>perdasi/Perdasi</i>	<i>peraturan daerah provinsi</i> (provincial regulation)
<i>perdasus/Perdasus</i>	<i>peraturan daerah khusus</i> (special regional regulation)
PHKA	(Direktorat Jenderal) Perlindungan Hutan dan Konservasi Alam ((Directorate General of) Forest Protection and Nature Conservation)
PKM/ACE	Program Kebangkitan Masyarakat/ Association for Community Empowerment (Community Recovery Program)
PKS	Partai Keadilan Sejahtera (Prosperity and Justice Party)
PLN	Perusahaan Listrik Negara (the state electricity company)
<i>posyandus</i>	integrated community health care post
PP	Peraturan Pemerintah (Government Decree or Regulation)
PPK	Proyek Pembangunan Kecamatan (Subdistrict Development Project)
PPP	Partai Persatuan Pembangunan (United Development Party)
<i>preman</i>	standover man, thug
PROMIS	Program Penanggulangan Kemiskinan dan Dukungan Pemerintahan Daerah (Poverty Alleviation and Support for Local Governance Program)
Proyek Pesisir	Indonesia Coastal Resources Management Project
<i>puskesmas</i>	community health centre
<i>reformasi</i>	the post-Soeharto period of political and social reform
Repelita	Rencana Pembangunan Lima Tahun (Five Year Development Plan)
RMS	Republik Maluku Selatan (Republic of South Maluku)
SDO	Subsidi Daerah Otonom (Autonomous Regional Subsidy), central government grants to finance regional government expenditure before the 2001 decentralization

SEAMEO Biotrop	Southeast Asian Regional Centre for Tropical Biology (Bogor)
SIKPI	<i>surat ijin kapal pengangkutan ikan</i> (licence for vessel transporting fish)
SIUP	<i>surat ijin usaha perikanan</i> (fishery business licence)
SPI	<i>surat penangkapan ikan</i> (fishing licence)
STD	sexually transmitted disease
<i>suanggi</i>	sorcerer (Papua) [specific to Papua]
Susenas	Survei Sosial Ekonomi Nasional (National Socio-Economic Survey)
<i>tenun ikat</i>	woven cloth
TNI	Tentara Nasional Indonesia (Indonesian National Army)
<i>ummat</i>	Islamic community
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children' Fund
UNIPA	Universitas Negeri Papua (State University of Papua)
USAID	United States Agency for International Development
VOC	Vereenigde Oost-Indische Compagnie (Dutch East Indies Company)
WALHI	Wahana Lingkungan Hidup Indonesia (Friends of the Earth Indonesia)
<i>walikota</i>	mayor
WHO	World Health Organization
WVI	Wahana Visi Indonesia (World Vision Indonesia)
YPMD	Wahana Lingkungan Hidup Indonesia (Rural Community Development Foundation)

Currencies

A\$	Australian dollar
Rp	Indonesian rupiah
US\$	US dollar

