

THESIS

**EVALUATION OF THE VILLAGE BOUNDARY SETTING AND
RESOURCE MAPPING (VBS/RM) 19 STEPS PROJECT IN CONFLICT
PREVENTION IN JAMBI AND WEST SULAWESI
WITHIN THE PARTICIPATORY MAPPING AND PLANNING (PMAP) 1**



By:

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**GRADUATE PROGRAM
DUTA WACANA CHRISTIAN UNIVERSITY
YOGYAKARTA
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*Thesis Writing to Attain the
Masters of Arts in Peace Studies (MAPS)
Duta Wacana Christian University*

By:

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A Graduate Program Thesis Writing on

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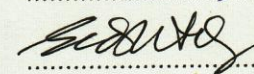
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STATEMENT OF WORK'S ORIGINALITY

I honestly declare that this research, which I have written, does not contain the work or parts of the work of other people, except those cited in the quotations and the references, as a scientific paper should.

Yogyakarta, 10 March 2017



DHYANA PARAMITA

54130004

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Yogyakarta, 10 March 2017



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ABSTRACT

EVALUATION OF THE VILLAGE BOUNDARY SETTING AND RESOURCE MAPPING (VBS/RM) 19 STEPS PROJECT IN CONFLICT PREVENTION IN JAMBI AND WEST SULAWESI WITHIN THE PARTICIPATORY MAPPING AND PLANNING (PMAP) 1

Conflict prevention in village boundary delineation and demarcation in Indonesia as the result of decentralization and regional autonomy has not been addressed as it should. The Green Prosperity (GP) Project in Indonesia is an important and ambitious program with multiple aims. A key stage of GP has been the Village Boundary Setting and Resource Mapping (VBS/RM) under the Participatory Land Use Planning (PLUP). The work undertaken reveals significant lessons for future development projects in regional Indonesia. One lesson involves promoting an embedded participatory approach to stakeholder engagement that understands local contexts and dynamics as a way to achieve sustainable peace but most of all as a conflict prevention system. This ethnographic approach embraced a participative partnership, focusing on deep connections between facilitators and village communities. It resulted in effective, flexible and sustainable outcomes in: identifying and understanding disputes, conflict prevention and establishing and maintaining support for the objectives and operations of the program. Participatory Mapping and Planning (PMap) activities, established an engagement framework underpinned by the Free, Prior and Informed Consent (FPIC) principles. It critically sourced, trained, guided and utilized local people, in a partnership for success. This paper highlights the critical importance of promoting contextualized understandings of localized socio-cultural and political dynamics through stakeholder engagement in conflict prevention, within village boundary settings and introduces the concept of Ethnographic Participatory Partnership (EPP).

Key Words: Conflict prevention, Ethnographic Participatory Partnerships, Free Prior and Informed Consent, Participation, Stakeholder engagement, Village Boundary Settings.

GLOSSARY OF ABBREVIATIONS, TERMS AND KEY CONCEPTS

Acronym or Term	Meaning
Carthometric	The determination of the boundary line on a map
CLCS	Community Liaison & Coordination Specialist
ESMS	Environmental and Social Management System
EPP	Ethnographic Participatory-Partnership
FPIC	Free, Prior and Informed Consent
GP	Green Prosperity
IFC	International Financial Corporation – World Bank
IMA	Identification, Mapping and Analysis
MCA-Indonesia	Millennium Challenge Account-Indonesia
MCC	Millennium Challenge Corporation
MOHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MSF	Multi Stakeholder Forum
New Order	Suharto era governance
NGO	Non-Governmental Organization
PMaP	Participatory Mapping and Planning
PLUP	Participatory Land Use Planning
SE	Stakeholder Engagement
SEP	Stakeholder Engagement Plan
SGIP	Social and Gender Integration Plan
SCF	Social and Communication Facilitator
UN-REDD	United Nations - Reducing Emissions from Deforestation and Forest Degradation
VBS/RM	Village Boundary Setting/Resource Mapping
VBDDC	Village Boundary Delineation and Demarcation Committee
Village	The lowest administrative unit that can perform its own governance
VPT	Village Participation Team

TABLE OF CONTENTS

Cover	i
Validation Page	iii
Statement of Work's Originality	iv
Acknowledgements	v
Abstract	vii
Glossary Of Abbreviations, Terms And Key Concepts	viii
Table of Contents	ix
List of Tables	xii
List of Figure	xiv
Attachments	xvii
CHAPTER 1: INTRODUCTION	
1.1. Background	1
1.2. Reseach Problem	5
1.3. Research Limitation	7
<i>1.3.1. Research Context and Time Limitations</i>	12
<i>1.3.2. Problem Limitations</i>	13
1.4. Research Approaches, Principles and Methodology	17
1.4.1. Approaches	17
1.4.1.1. Ethnographic Participatory Partnership (EPP)	17
1.4.1.2. Free, Prior and Informed Consent (FPIC)	17
1.4.2. The Principles	18
1.4.2.1. The Basic Principles of Stakeholder Engagement for Conflict Prevention	18
1.4.3. The Methodology	19
1.5. Literature Review	23
1.6. Problem Formulation	26
1.7. Goals of the Evaluation	26

1.8. Evaluation Contribution	28
1.9. Thesis Writing Structure	28

CHAPTER II: CONCEPTUAL AND THEORETICAL FRAMEWORK

2.1 Ethnographic Approach	30
2.1.2. Participatory Rural Appraisal (PRA)	33
2.1.3. Participatory Approach and Methodology	39
2.1.4. Partnership	45
2.1.5. The Ethnographic Participator Partnership (EPP) Approach	46
2.1.6. Incorporating Free, Prior and Informed Consent (FPIC) Principle	47
2.2. Peace Building Approaches	47
2.2.1. Human Needs Theory (HNT) in Conflict Prevention	48
2.2.2. Peacebuilding Nexus Approaches	49

CHAPTER III: EVALUATION MODEL, FINDINGS AND ANALYSIS

3.1. STUFFLEBEAM'S C.I.P.P. EVALUATION MODEL	54
3.1.1. Determining the Sample Procedure	54
3.1.2. Indicators and Measurements of C.I.P.P. Evaluation Model	56
3.1.3. Data Collection Procedures (Primary and Secondary)	69
3.1.4. The Source Profile	70
3.1.5. The Data Processing Procedure	71
3.1.6. Analysis Tools and Method	72
3.2. FINDINGS	73
3.2.1. CIPP Model Evaluation - QUESTIONS 1 - Context	73
3.2.2. CIPP Model Evaluation - QUESTIONS 2 & 3 – Input & Process	75
3.2.3. CIPP Model Evaluation – QUESTIONS 4 – Product	77
3.2.3.1. IMPACTS	78

3.2.3.2. EFFECTIVENESS	79
3.2.3.3. SUSTAINABLE & REPLICABLE	80
3.3. GENERAL FINDINGS THROUGH FIELD MONITORING DURING THE PROJECT IMPLEMENTATION RELEVANT TO CIPP EVALUATION MODEL	80
3.3.1. CIPP on the Monitoring of the 19 Steps Implementation in the Field (Step 3 – Step 16)	80
3.3.2. Free	82
3.3.3. Prior	83
3.3.4. Informed	83
3.3.5. Consent	84
3.3.6. The Methods of Implementation of the 19 Steps for the Village Level	84
3.3.7. The Strategy	84
3.3.8. The Supporting Legal and Regulatory Framework	86
3.3.9. Gender Lense, Women and Other Social Groups Inclusion	86
3.3.10. Implementation Timeframe	88
3.3.11. Management Functions	89
3.3.12. Stakeholder Engagement and Conflict Prevention Utilizing the IMA (Identification, Mapping and Analysing)	91
3.3.13. Sustainable Peace	91
3.4. THE ANALYSIS	92
3.4.1. Delivery of Stakeholder Engagement in Conflict Prevention in the VBS/RM 19 Steps	96
3.4.1.1. Communication	96
3.4.1.2. Education	96
3.4.1.3. Involvement (Inclusiveness, Participation and Partnership)	97
3.4.1.4. Incentive	97
3.4.1.5. Strength	98
3.4.2. The Supporting Legal And Regulatory Framework	101
3.4.3. The Cost of Conflict Concept	101
3.4.4. Gender Lense, Women and Other Social Groups Inclusion Concept	103

3.4.5. Implementation Strategy	103
3.4.6. The VBS/RM 19 Steps Implementation	104
3.4.7. The Two Implementation Phases	104
3.4.8. The Implementing Consultant Team’s Composition and Its Partners	105
3.4.9. Other Guidelines	108
3.4.10. The Data Management System (DMS)	109

CHAPTER IV: CONCLUSIONS AND RECOMMENDATIONS

4.1. CONCLUSIONS	110
4.2. RECOMMENDATIONS	113
4.2.1. Inclusions of Other Relevant Regulations Pertaining to Peacebuilding or Conflict Prevention	113
4.2.2. The Implementing Consultant Field Team Recruitment and Capacity Building Training	114
4.2.3. Gender Lense, Women and Other Social Group Inclusion by ‘Beefing Up’ the Field Team Focusing on Social Issues	115
4.2.4. Monitoring and Evaluation, Data Management and Archiving System	115
4.2.5. Geographical Challenges	116
4.2.6. Climate Challenges and Force Majeure	116
4.2.7. The Time Frame Implementation	116
4.2.8. The Supervisory Body to ‘Beefed Up’ Their Own Team	116
LIST OF REFERENCES	118

LIST OF TABLES

No	Information	Page
1	Table 1.1: PMap-1 Village Boundary Setting/Resource Mapping Locations	4
2	Table 2.1.: Consultant Field Team Geographical Scope of Work	33
3	Table 2.2: Development of the PRA Principles within the VBS/RM RPP	38
4	Table 2.3: The 19 Steps VBS/RM Implementation Stages, Steps, Activities and Indicators of Achievements	40
5	Table 2.4.: Human Needs Theories comparison table between Maslow & Burton	48
6	Table 3.1.: Timeline of Research and Evaluation	55
7	Table 3.2.: The VBS/RM Source Profile	70
8	Table 3.3. : Table of Relations Between Burton's HNT, Scirch's Peacebuilding Nexus Approaches and Conflict Prevention in VBS/RM	94

LIST OF FIGURES

No	Information	Page
1	Figure 1.1 : PMaP 1 Work Areas under Abt Associates, Inc. as implementing consultant funded by MCC/MCA-Indonesia (Taken from: PMaP-1 Final Report, 2016).	8
2	Figure 1.2 : The road to Bonehau Sub-District cut approximately by 25 big, medium and small rivers as well as massive pod-holes. During the rainy season the road could not be traveled. (Photo: Dhyana Paramita. 2016)	10
3	Figure 1.3: The road to Mamasa District. During this period, there were 136 potential landslides with the distance of approximately 80 km from the last paved road with traveling time up to 6 hours. (Photo: Dhyana Paramita. 2016	11
4	Figure 1.4.: The 8 Key Components of Stakeholder Engagement (Adopted for VBS/RM Stakeholder Engagement Field Operations Manual)	20
5	Figure 1.5.: Village meetings as part of the stakeholder involvement were generally held at night as most had to attend to their land, at work or fulfill their domestic responsibilities during the day time. These type of meetings were crucial to information dissemination and to provide rooms for discussions including addressing concerns and gathering information on past frictions or conflicts as well as finding common grounds. Location: Jangkat Timur Sub-District, Merangin District, Jambi (photo: KKI WARSI, 2015).	21
6	Figure 1.6.: As part of the grievance mechanism, Step 9 provided the necessary room for the village representatives to choose a dispute resolution forum incorporating the local wisdom as part of the FPIC. (Photo taken in Jangkat Timur Sub-District, Merangin district, Jambi Photo by: Dhyana, 2015)	22
7	Figure 2.1.: The Peacebuilding Nexus Approach – Lisa Schirch. Village Boundary Setting & Resource Mapping (VBS/RM) covered 7 Items of the 15.	51
8	Figure 3.1.: PMaP 1 VBS/RM 19 Steps Flowchart (The VBS/RM Field Operations Manual)	58
9	Figure 3.2.: Case Study using the Conflict IMA (Identification, Mapping and Analysis) Tool during Step 3 – Capacity Building Training for the Consultant’s Field Team members in Jambi. (Photo: Ghemma	81

	Fauzan G., 2016)	
10	Figure 3.3. : Two of the women VPT actively working with their mates on technical mapping, Sumarorong, Mamasa, West Sulawesi during the VPT. (Photo: Dhyana Paramita, 2016)	86
11	Figure 3.4. : One of the method of Stakeholder Engagement - Public Expo on the village boundary map - Step 13. Jangkat Timur, Merangin, Jambi (Photo: Aminnudin. 2015)	96
12	Figure 3.5. : An SCF coaching the VPT members on Chartometric mapping activity during the first Workshop on Capacity Building Training (Step 8) in Kalumpang Sub-District, Mamuju, West Sulawesi (Photo: Dhyana Paramita, 2016)	97
13	Figure 3.6.: The PMaP-1 VBS/RM 19 Steps Implementation in Conflict Prevention CIPP Evaluation Model Analysis Flow Chart (see A3 version in attachment 3.4)	99
14	Figure 3.7.: Participatory Partnership was the approach which capture the social capital under the value of peace and kinshipness of the village communities. The peaceful pillar installments were some of the many peaceful intervention as results of VBS/RM work. The pictures shown here were discussions in the field in preparation between the VPT members, the village staff and the consultants' Social & Communication Facilitators (SCF) of adjacent villages who had signed the segment agreements for the pillar installment. This was the temporary pillar installment using the carthometric map on paper. Location: Muaro Jambi, Jambi (Photo: Neldy Savrino. 2016).	100
15	Figure 3.8.: Inquisitive women VPT members requesting a Q&A with the Consultant Team on VBS/RM and their roles, Jangkat Timur, Merangin, Jambi (Photo: Dhyana Paramita, 2015).	103
16	Figure 3.9.: Understanding the VBS/RM 19 Steps using the Experiential Learning Theory (ELT) in training the Consultant's Field Team members. Location: Jambi. (Photo: Dhyana Paramita, 2016)	104
17	Figure 3.10.: Step 4 in the context of Stakeholder Engagement served as the PMaP 1 and VBS/RM first step of the outreach effort to inform them of the activities under the District Head MoU with MCA Indonesia. Such event was conducted at the district level and attended by the VBDDC, Sub-District Heads and Village Heads. Location: Muaro Jambi, Jambi (Photo: Dhyana Paramita. 2015).	105
18	Figure 3.11.: The Consultant's Field Team in Mamasa, West Sulawesi	106

with the Bambang Sub-District Head and a village elderly representative during Step 8 Capacity Building Training for the VPTs.

Most of them were the live-in staff as part of the participatory partnership approach enhancing the stakeholder engagement to ensure peaceful intervention.

Location: Bambang Sub-District. (Photo: David. 2016)

- 19 Figure 3.12.:** The Abt Associates Participatory Planning and Mapping (PMaP) – 1 Team. (Abt Associates PMaP-1 Final Report, 2017) 107
- 20 Figure 3.13.:** Some of the legal documents and hardcopies from the VBS/RM activities of the 114 villages being archived to prepare for the legal drafting process. These boxes contained over 100 folders of a few thousand pages and were in the process of handing over to MCA-Indonesia. (Photo: Dhyana Paramita. 2016) 109
- 21 Figure 4.1.:** Proposed Conflict Prevention System Through The Village Boundary Setting & Resource Mapping 19 Steps Implementation 117

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LIST OF ATTACHMENTS

No	Information	Page
1	Attachment 1.1.: Peraturan Menteri Dalam Negeri No. 45 Tahun 2016 tentang Penetapan dan Penegasan Batas Desa	121
2	Attachment 1.2.: MCC Congressional Notification Transmittal Sheet (MOU between MCC and the Government of Indonesia.)	143
3	Attachment 2.1.: Sample of Completed Village Profile	153
4	Attachment 2.2.: Sample of Completed 'Formulir K-1' – the weekly field report	164
5	Attachment 2.3.: The VBS/RM Operations Manual (19 Steps Implementation).	165
6	Attachment 2.4.: The Field Operations Manual for Stakeholder Engagement (Companion Manual with the 19 Steps Implementation)	277
7	Attachment 3.1.: Sample of Village Boundary Legal Minutes Meeting (Berita Acara – Banuada dan Buttuada)	313
8	Attachment 3.2.: Sample of VBS/RM 19 Steps Deliverables Monitoring Sheet.	329
9	Attachment 3.3.: Evaluation Data Source (Stakeholder) Information Collation Sheet.	330
10	Attachment 3.4.: The PMaP-1 VBS/RM 19 Steps Implementation in Conflict Prevention CIPP Evaluation Model Analysis Flow Chart	331
11	Attachment 3.5.: Graduate Research Consent Form	332
12	Attachment 3.6.: Stufflebeam's Cipp Impacts & Outcomes To Be Proposed As A Sustainable Peace Mechanism For Pmap-6	333

ABSTRACT

EVALUATION OF THE VILLAGE BOUNDARY SETTING AND RESOURCE MAPPING (VBS/RM) 19 STEPS PROJECT IN CONFLICT PREVENTION IN JAMBI AND WEST SULAWESI WITHIN THE PARTICIPATORY MAPPING AND PLANNING (PMAP) 1

Conflict prevention in village boundary delineation and demarcation in Indonesia as the result of decentralization and regional autonomy has not been addressed as it should. The Green Prosperity (GP) Project in Indonesia is an important and ambitious program with multiple aims. A key stage of GP has been the Village Boundary Setting and Resource Mapping (VBS/RM) under the Participatory Land Use Planning (PLUP). The work undertaken reveals significant lessons for future development projects in regional Indonesia. One lesson involves promoting an embedded participatory approach to stakeholder engagement that understands local contexts and dynamics as a way to achieve sustainable peace but most of all as a conflict prevention system. This ethnographic approach embraced a participative partnership, focusing on deep connections between facilitators and village communities. It resulted in effective, flexible and sustainable outcomes in: identifying and understanding disputes, conflict prevention and establishing and maintaining support for the objectives and operations of the program. Participatory Mapping and Planning (PMap) activities, established an engagement framework underpinned by the Free, Prior and Informed Consent (FPIC) principles. It critically sourced, trained, guided and utilized local people, in a partnership for success. This paper highlights the critical importance of promoting contextualized understandings of localized socio-cultural and political dynamics through stakeholder engagement in conflict prevention, within village boundary settings and introduces the concept of Ethnographic Participatory Partnership (EPP).

Key Words: Conflict prevention, Ethnographic Participatory Partnerships, Free Prior and Informed Consent, Participation, Stakeholder engagement, Village Boundary Settings.

CHAPTER 1

INTRODUCTION

1.1. Background

Indonesia is an archipelago with over 17,000 islands and home to an estimated 260 million people of multi-ethnic speaking over 700 languages. In 1974, the New Order passed the Law No. 5 Year 1974 on the regional administration with the concept of decentralization. However, considering the political situation during that period, the intention was viewed by the researcher to gain control more than to empower the community at the base level. Post the New Order Government, Indonesia commenced its decentralization in January 2001 with regencies and municipalities becoming the key administrative units responsible for providing most government service.¹ Decentralization is associated with good governance where it aims at providing room for citizen participation, democratic elections, and financial and political equity.² With decentralization, it provides regional autonomy from the central government to the local government in the administration of its region, which includes financially, politically and culturally. Decentralization is also marked by a more participatory government for citizens and improvement on public services delivery which stemmed from the local participation and accountability. The delivery of public services is expected to reach the lowest level of the government which means at the village level.

As part of the regional autonomy, provinces and districts have the liberty to form new sub-districts and villages. Unfortunately, regional autonomy is unlikely to succeed when aspects of the implementation are not properly prepared for in prior. Such aspects, which should be prepared for in prior and implemented almost in parallel, are the administrative capacity building of the administrators. This aspect should be ideally supported by adequate financial resources from the central government and at the local level, building the capacity of these

¹ CIA Facts – Indonesia, Retrieved from <https://www.cia.gov/library/publications/the-world-factbook/geos/id.html>; Retrieved on February 16, 2017.

² Green, K. (2005). Decentralization and Good Governance: The Case of Indonesia. Retrieved from: https://mpira.ub.uni-muenchen.de/18097/1/Decentralization_and_Good_Governance-The_Case_of_Indonesia.pdf; Retrieved on February 16, 2017.

administrators in prior to carry out its public services. In addition, there is also the need for coordination between the local public and private sectors with the local government.³ The reason for the partitions within the scope of regional autonomy is expected to assist in accelerating development and reaching out to provide public services for the citizens' welfare. However, as aforementioned that regional partitions also have other challenges where as per the end of 2016 there were approximately 200 cases awaited to be processed and agreed by. Other source stated that since 1999 up to December 2016, 68 percents of the regional autonomy had been considered unsuccessful from the evaluation conducted by the Ministry of Home Affairs (MOHA).⁴ This statement was referred to the district partitions, divisions of an area onto two or more areas, which was not a priority due to reasons such as disputes on district boundaries as well as the existing the differences between interests parties in determining its capital town.⁵ This challenge was also expressed during a meeting with the Head of the BAPPEDA and his staff in West Sulawesi with the work on village boundary settings (VBS). The researcher was informed that the districts were occupied in the district partitions and were unable to focus on any sub-district and let alone village level partitions.⁶

In addition challenges posed from other regulations under self-governance to support the regional partitions, such as Government Regulation No. 23 Year 2014 on Local Government and its administration, which is inclusive of the formation of a village. This regulation is not a stand-alone legal product and ideally has to have other supporting regulations, which deal with non-technical based content but social issues. The aforementioned laws on regional autonomy and government administration focused on mostly the hierarchical structure of how the systems of power divisions were coordinated between the central and regional governments. It did not touch on the social and cultural issues, which needed to be addressed, and how to handle any negative effects of the law once implemented. The law on

³ *Ibid.*

⁴ Tempo.com., *Desa Dapat Rp. 1 M pada 2018, Mendagri Tunda Izin Pemekaran* (December 7, 2016). Retrieved from: <https://nasional.tempo.co/read/news/2016/12/07/078826167/desa-dapat-rp-1-m-pada-2018-mendagri-tunda-izin-pemekaran>; Retrieved on: February 17, 2017.

⁵ *Ibid.*, DPD: *Alasan Pemerintah Tunda Pemekaran 87 Daerah Tidak Logis* (October 4, 2016). Retrieved from: <https://nasional.tempo.co/read/news/2016/10/04/078809611/dpd-alasan-pemerintah-tunda-pemekaran-87-daerah-tidak-logis>. Retrieved on: February 17, 2017.

⁶ Stakeholder Engagement courtesy visit to the BAPPEDA Mamuju District, January 2016.

local governance stipulated that if a region to be granted a partition, there are two basic requirements to be fulfilled: a) spatial certainty and, b) area potential.⁷ The regulations do not stipulate the delineation and demarcation of the regional boundaries, which is covered in the MOHA Regulation No. 45 Year 2016.⁸ Furthermore, the general content of both the Law and the Regulations on the interest if decentralization, regional autonomy and are partitions, do not stipulate conflict preventions or the structure of how social conflicts should be handled. Such law was drafted and passed under the Government Regulation No. 2 Year 2015 on Social Conflict Management yet this regulation is not specific for VBS conflict preventions.

The Indonesian Context and the Green Prosperity (GP) Project

The \$332.5 Million GP Project, under supervision of MCC through MCA-Indonesia, has two stated objectives:

- To increase agricultural productivity and household livelihoods by improving land use practices and management of natural resources
- To reduce reliance on fossil fuels and emissions of land based greenhouse gases by expanding renewable energy.

The successful implementation of these objectives faces significant challenges in Indonesia. Indonesia is an archipelago of over 17,000 islands and a population of over 260 million and with multiple ethnicities, languages and religions. It is currently undertaking decentralization and enhanced regional autonomy, which includes boundary setting from the district down to the village level. The Indonesia Information Geospatial Agency indicates that to date, over 80,000 villages exist across rural areas of the country, with additional ones being legally established on an ongoing basis. However, less than 5 percent have properly implemented VBS.

To promote a systematic and sustainable process, which incorporates legal, technological, and social/participatory elements, MCA Indonesia and MCC developed the VBS/RM based on the District Readiness Assessment (DRA) work undertaken by Abt Associates in 2013. The project covered the 4 “starter districts”

⁷ Law No. 23/2014 on Local Government, Clause No. 34. Regional Partition Basic Requirements

⁸ See : Attachment 1.1.: Peraturan Menteri Dalam Negeri No. 45 Tahun 2016.

or districts which were areas of assessment in Merangin and Muaro Jambi in the Jambi Province on Sumatra Island and Mamasa and Mamuju in West Sulawesi Province, on the Island of Sulawesi.

As a brief background of the district selections, the GP Project locations were concentrated in provinces and districts with high potential for achieving poverty alleviation and environmental objectives. There were twelve candidate provinces to begin with including Riau, Jambi, West Sumatra, South Sumatra, Bengkulu, West Sulawesi, South Sulawesi, Southeast Sulawesi, West Kalimantan, East Kalimantan, West Nusa Tenggara and East Nusa Tenggara. These provinces were selected based on the range of social, economic, environmental and institutional indicators which were inclusive of poverty levels, renewable energy potential, economic growth potential, governance, significance forest cover and peatlands under threat of degradation or destruction⁹. With the signing of MoU¹⁰ between MCC and the GoI, both agreed to initiate the GP Project in four districts (“starter districts” or district of assessment areas) with considerations areas with a river basin management approach inclusive of an upland and lowland districts in each districts shown from the below table:

Table 1.1: PMaP-1 Village Boundary Setting/Resource Mapping Locations

Name of Province	Highland Districts	Lowland Districts
Jambi	Merangin	Muaro Jambi
West Sulawesi	Mamasa	Mamuju

In addition to the above, for such districts to be selected, these districts must have the government-approved spatial plans in place. They must also agree to make land-use information and licensing processes transparent and accessible to

⁹ Abt Associates, MCC/MCA-Indonesia (2013). *District Readiness: Assessment Inception Report*.

¹⁰ See Attachment 1.2.: *MCC Congressional Notification Transmittal Sheet*. Retrieved from: <https://assets.mcc.gov/cn/cn-10202011-indonesia.pdf>. Retrieved on: February 28, 2017.

MCC, the Government Planning and Service Agencies (BAPPENAS) and the general public.

The process was then applied and tested by a consulting team from Abt Associates across 8 sub-districts and 114 villages, with implementation divided into two phases. During the testing, validation and implementation of the project, the consultant successfully mobilized nearly 1000 individuals from national to village levels, with approximately 700 people involved on a long-term basis. The team covered a geographical area of 5,974 sq. km¹¹, including survey activities and ad hoc groups recruited to physically install 167 permanent pillars to assist local government surveys and demarcations.

This study is aimed to provide a solution of the challenges within the implementation of decentralization and regional autonomy in Indonesia taking on the already implemented Village Boundary Setting and Resource Management between 2015 and 2016. The program was funded under the Millenium Challenge Corporation (MCC), an independent U.S. foreign aid agency that is focusing on poverty reductions effort. One of the solutions was the Participatory Land Use Planning (PLUP) under Participatory Mapping and Planning (PMaP) Project through one of its Tasks with Village Boundary Setting and Resource Mapping (VBS/RM). In order to implement a properly aligned program based on the Government of Indonesia (GoI) regulations on boundary delineation and demarcation, VBS/RM utilized the 19 Steps Implementation. The basis of this research is to evaluate if the VBS/RM 19 Steps proof to be one of the solution in providing spatial certainty in a participatory-partnership method as a means to prevent conflict prior, during and after the activities.

1.2. Research Problem

Firstly, with the gap in the legal aspect inevitably leaves gaps in the implementation especially as the process goes down to the village level where the above the legal basis were not carried out in parallel to support the gaps. This leaves any probability of reaching solid results of spatial certainty. Secondly,

¹¹ Indonesia's total area is 1,904,569 with the total land of 1,811,569 sq. km and water area of 93,000 sq. km. Retrieved from: <https://www.cia.gov/library/publications/the-world-factbook/geos/id.html> (October 27, 2016).

Information on the VBS/RM area covered of the VBS/RM was from the Abt Associates – GIS team (October, 2016).

Information and Geospatial Agency¹² or *Badan Informasi Geospasial* (BIG) showed that there are 83,184 villages in Indonesia with less than 5% fulfilled the GoI requirements on its spatial certainty. The numbers of villages will continue to grow. With village boundary partition comes the need for work on spatial certainty. In order to attain spatial certainty of a village there are processes which need to be followed as per the BIG requirements and Law No. 4 Year 2011 on Information Geospatial. This law stipulates on fulfilling the requirements technical matters under geodetic standards and technology to ensure that the technology limits any bias towards boundary results. Prior to reaching this step, certain steps had to be undertaken, which is determining the village boundary through delineation and demarcation processes. This step needs to involve the local communities as part of the participatory process. However, in most cases such process was not conducted due to lack funding, skilled human resources, and/or without the consent of the locals.

Thirdly, failure to reach agreement in boundaries can turn into frictions which can turn into disputes and potentially lead to violent conflicts. Conflict is costly. For example, a study conducted by Daemeter Consulting under the UK Climate Change Unit fund, states that: “The tangible costs of social conflict [for a single conflict] range from USD 70,000 to USD 250,000,000..,”¹³ where large costs were incurred due to the loss of income from operational and staff productive time loss that were reallocated to handle conflict. In addition, the intangible cost ranged from USD 600,000 to 9,000,000 for indirect losses associated with the conflict from reputational losses, reoccurrence of conflict and risks of loss on property and people due to the violence. The above illustration is only in the scope of palm oil industry which is within a boundary of a village or a sub-district. If it is being multiplied for a scenario of conflicts which occurred in Indonesia related to regional boundaries and land disputes, it can be assumed be phenomenally high.

¹² Antara News (October 2016). ‘*Peta Desa Salah Satu Solusi Masalah Tapal Batas*’. Retrieved from <http://www.antaranews.com/berita/588617/peta-desalah-satu-solusi-masalah-tapal-batas>; Retrieved on January 29, 17.

¹³ Conflict Resolution Unit IBCSD - UK AID (2017; p. 2). *The Cost of Conflict in Oil Palm in Indonesia- Executive Summary*,

Fourthly, uncertainty of personal land ownership creates insecurity, not just for communities but also individuals, who would need to be unsure if the VBS/RM is undertaken, they would not result in the loss of individual land ownership. The lack of understanding between village administrative boundary and individual land ownership were the concern of the majority villagers during a VBS/RM implementation. Involvement of local and key stakeholders were not considered in such activities although local involvement and their participation are stipulated in the laws and regulations aforementioned. Due to most cases leaving out the local inhabitants, resulted in their lack of understanding of what entails a VBS/RM activity which in the end is to benefit them.

1.3. Research Limitation

This part of the research discusses the research limitations which amongst are the chosen of geographical locations of the research, the context and time frame the research covered which encompass activities and concepts of stakeholder engagement to prevent conflict. In viewing the conflict potentials, in 2016 the Ministry of Home Affairs (MOHA) were dealing with 213 cases of district partitions which were in disputes of their boundaries¹⁴. Disputes and conflicts in the boundary settings context stemmed from uncertainty of boundaries. In line with the district level challenges stated above, dormant conflict and conflict potentials within the research locations were found in the 2013 DRA report in Jambi area with the palm oil plantations issues and in West Sulawesi dispute between Mamasa District and Bonehau Sub-District in Mamuju on its boundaries¹⁵. Numbers escalate once the administrative boundary settings went down to the village level as written in the PMaP 1 Final Report.¹⁶ The project's effort in conflict prevention was taking the avenue through setting up a new forum

¹⁴ DPD: *Alasan Pemerintah Tunda Pemekaran 87 Daerah Tidak Logis* (October 4, 2016). Retrieved from: <https://nasional.tempo.co/read/news/2016/10/04/078809611/dpd-alasan-pemerintah-tunda-pemekaran-87-daerah-tidak-logis>. Retrieved on: February 17, 2017.

¹⁵ Interview with the Village Secretary of Bonehau (December, 2015) and 'Sengketa Batas, Kades Timor Harap RTRW Mamasa Diperjelas'. Retrieved from: <http://www.sulbar.com/news-596-sengketa-batas-kades-timoro-harap-rtrw-mamasa-diperjelas.html>. Retrieved on: February, 2017.

¹⁶ Abt Associates Final Report PMaP-1 (2016, p.12)

dispute resolution or taking advantage of the existing body within a Sub-District. The report stated that even after the above effort and the careful process taken during the implementation of VBS/RM out of 341 segments within the 114 villages, there were 39 segments which could not be agreed upon. VBS/RM was a pilot project to provide empirical evidence to the GoI of the need to conduct a systematic and standardized implementation implementing the participatory approach. The participatory approach laid heavily in involving different stakeholder levels of the government and reaching the base level, the village community. It is a research of its kind - there has not been any research in the area of village delineation and demarcation found both in Indonesia or internationally to evaluate the VBS/RM 19 Steps as a tool for to safeguard the intervention peacefully within a program. In many cases of such boundary settings intervention, the potential of conflict and violent conflict are high especially when natural resources and its management are within the list of being deliniated and demarcated.

With this research in using the VBS/RM 19 Steps as a conflict prevention guide tool through stakeholder engagement activities embedded within the steps as a pilot activity, can be put forward the significance to interest parties. Such interest parties are expected to be the Government of Indonesia both nationally and regionally, international donors, International/National/Regional NGOs and academics intending to work in the area of participatory mapping.

Thus this research can be used as a basis of proven intervention approach in the ‘Do No Harm’ (DNH) concept for peaceful intervention and/or conflict



Figure 1.1 : PMAp 1 Work Areas under Abt Associates, Inc. as implementing consultant funded by MCC/MCA-Indonesia (Taken from: PMAp-1 Final Report, 2016).

prevention in the field. The DNH in the context of conflict prevention in VBS/RM can then be implemented in many ways, but having the international view under the theme of participatory mapping, the participatory planning and mapping taking advantage of peace building theories used in other context.

The research geographical area limitations:

The Participatory Mapping and Planning (PMaP) Task 1 was a sub-activity under the Participatory Land Use Planning (PLUP) activity, within the Green Prosperity (GP) framework of the Millennium Challenge Account – Indonesia (MCA – Indonesia). The PMaP-1 was implemented in four districts located in two provinces, namely Merangin and Muaro Jambi in Jambi Province, and Mamuju and Mamasa in West Sulawesi Province. There were 8 sub-districts in total with Jangkat Timur Sub-District in Merangin District; Kumpeh Ulu and Kumpeh Sub-Districts in Muaro Jambi District; Bonehau and Kalumpang Sub-Districts in Mamuju District; and Bambang, Mambi and Sumarorong Sub-Districts in Mamasa District.

The reason for these geographical areas, firstly were due to the previous project assessment the researcher worked on during the 2013 District Readiness Assessment (DRA) Project as Social and Gender Specialist under Abt Associates. During the above project the researcher spent nine months conducting a general assessment through desk studies and field visits covering social issues, women inclusiveness as well as stakeholder and conflict identification and mapping. The work had given her a familiarity with the areas and the stakeholder she had to work with. Secondly, between July 2015 and October 2016, the researcher focused the work in the same areas and enables to put together strategies of field implementation on capturing a number of social issues and conflict prevention involving women groups and other existing local groups. Thirdly, the work implemented in these areas provided the room for a pilot project. This project encompassed a selected sub-district within the selected District under the 2013 DRA Project. With the signed MoU between the donor and District Heads as part of the agreement to participate in the VBS/RM by the District Head, it then provided the necessary components on the probable policy changes where they were needed to achieve citizen welfare up to the remote areas as part of the regional autonomy context. Again, the regional autonomy and decentralization

initiatives were intended for citizen welfare and the spread out of welfare evenly as remotely as possible. However, the initiatives created frictions and conflicts vertically and horizontally in Indonesia due to the gaps in the implementation.

Fourthly, as previously stated there were two phases of implementation: Phase 1 was implemented in two districts of Merangin (Jangkat Timur Sub-District) and Mamuju (Bonehau Sub-District); while Phase 2 had the other three districts of Muaro Jambi (Kumpeh and Kumpeh Ulu Sub-Districts), Mamasa



Figure 1.2 : *The road to Bonehau Sub-District cut approximately by 25 big, medium and small rivers as well as massive pod-holes. During the rainy season the road could not be traveled. (Photo: Dhyana Paramita. 2016)*

(Bambang, Mambi and Sumarorong Sub-Districts) and Mamuju (Kalumpang Sub-District). These geographical challenges also posed challenges on the time frame of the research and information captured during the VBS/RM implementation where it was expected to provide information on the impact of VBS/RM intervention. The breakdown of the phases into two also provided rooms to observe the development of relations between with the implementing consultant as guests to build trust rapidly with the host communities without causing frictions or raising any dormant conflicts.

The choice of the highland and lowlands were agreed upon in prior in the form of MoUs between the donor and the District Heads of target locations. The chosen location types were already mentioned in the set of criteria from the donor as the result of the DRA Project conducted in 2013. Thus, with the already laid

out set of criteria and the legal binding agreement, the researcher took advantage of opportunity to conduct her research.

To have an overview of the terrain challenges, these sub-districts of the research locations were in a variety of geographical terrains. In regards to the highland areas, these areas have regular and heavy rain. There are muddy roads and landslides in Mamasa and Mamuju that created difficulty for implementation consultant teams in reaching locations. The peat-land areas are sided by one of the largest rivers in Indonesia, the Batanghari River in Jambi, which floods during the rainy season and makes access difficult. Location and isolation issues challenged operational activities and added to socio-economic and cultural issues.

Mamasa is located in the highlands adjacent to the Toraja region. Rainfalls in this area general happens between 2-3 weeks a month which contributes to the landslides as terrain and road infrastructure were not yet made sufficient. During



Figure 1.3: The road to Mamasa District. During this period, there were 136 potential landslides with the distance of approximately 80 km from the last paved road with traveling time up to 6 hours. Photo: Dhyana Paramita. 2016

the course of a field visit, the researcher counted approximately 136 landslide potentials from the last paved road in Messawa Sub-District.

During the month of January up to June with its highest rainfall, was where when the VBS/RM commenced its project. To reach the district capital, as explained above, was challenging but to reach the sub-districts were even more challenging as road infrastructures were damaged during this rainy period. To

travel from the sub districts to a number of villages, one cannot take a motorbike and in some cases had to travel 5 hours on foot. The condition applied to roads between villages where vehicles cannot pass through and hours of on foot was the only option. This posed challenges of any consultants' field team to carry out their work.

MCA-Indonesia contracted Abt Associates to implement the PMaP-1 sub-activity that was divided into four tasks. Task 1 was implementing: the participation determination with the community and local government, geo-location and physical demarcation of village boundaries (VBS), the mapping of natural and cultural resource areas within the villages and the creation of geospatial databases of the information collected. This task was called the Village Boundary Setting/Resource Management (VBS/RM). Task 2 covered the acquisition of geospatial data and preparation of GIS databases of land use/land cover. Next, Task 3 focused on the compilation and geo-referencing of existing and pending licenses and permits for land and natural resource use. Finally, Task 4 comprised of enhancing the district spatial plans through capacity building in spatial planning, enforcement and management of land use information in spatially enabled databases.

Task 1 was implemented in the eight sub-districts and their 114 villages, while Task 2 to Task 4 was implemented only at the district level. This paper focuses primarily on Task 1, where most of the sub-district technical teams worked with the local communities under the VBS/RM, as part of the participatory activity under MOHA Regulation No. 27/2006. This formed the legal basis for operating the project.¹⁷

1.3.1. Research Context and Time Limitations

Every activity or intervention to an area, which involves the interests of many individuals, is likely to create ripples and differences. For the Government of Indonesia (GoI) to opt implementing decentralization and giving regional

¹⁷ The MOHA Regulation No. 27/ 2006 was the main legal basis for implementing the VBS/RM in the PMaP-1.

autonomy to its local governments inevitably has both positive and negative impacts on the citizens' lives and livelihood it governs.

The positive benefits would be when excellent public services are implemented and welfare achieved through identifying the regional areas assets as well as potentials and utilizing them for the citizens' benefits. These identifications of assets will need to be included in the spatial data and submitted to the Indonesia Information Geospatial Agency to be verified that these assets are a part of the region and not others. However, the negative sides can present pictures of economic, social and political instability which can lead to civil unrest stemmed from different perceptions of the boundaries, the assets ownerships, which party should managed and how to attain benefits equally are to name a few.

1.3.2. Problem Limitations

There are many paths to take on to build a strong local government through regional autonomy peacefully when all parties of interest, key stakeholders and decision makers work together for the same vision. The GoI and its agencies as well as other independent parties, which are concern for peace process in regional autonomy implementation, have many paths taken. International donors such as MCC/MCA-Indonesia took interest in coming up with a number of paths to take on and one of them is the Village Boundary Settings/Resource Mapping (VBS/RM). The VBS/RM is one of the first steps to assist the implementation of regional autonomy through spatial certainty in order for inhabitants of a village and a group of villages to know where their boundaries are and to map out the resources the areas possessed. Up to date, the researcher has not been able to find a consolidated numbers of successful VBS/RM conducted in Indonesia based on the regulations nor the conflicts as results of boundary disagreements. Furthermore, in looking at the bigger scope alone, the BIG stated that with Indonesia's 34 provinces, 415 districts and 98 townships were only able to complete 30 percent of the segments of these levels of the government.¹⁸ The fact pointed out that there can be other paths to take on in

¹⁸ Bakorsurtanal Press Release. *Dengan Informasi Geospasial, Konflik Sosial Sengketa Batas Wilayah Bisa Diminimalisi*. Retrieved from: <http://www.bakorsurtanal.go.id/berita-surta/show/dengan-informasi-geospasial-konflik-sosial-sengketa-batas-wilayah-bisa-diminimalisir>. Retrieved on: February 17, 2017.

solving problems opting from the bottom-up starting with the village level boundary settings.

Another reason why VBS/RM is one of the solution to spatial certainty in a peaceful intervention method was through activities which emphasized a participatory-partnership approach. The VBS/RM was divided into two phases with each phases targeted at the duration of 6 months each. Reflecting on experience accumulated during Phase 1, there was deemed a need to more consciously and consistently promotes a habit of referring to the Free, Prior and Informed Consent (FPIC) principles when engaging with stakeholders. FPIC were imbedded in the steps of the VBS/RM activities that oversee the interests of beneficiaries and thus avoiding social injustices. FPIC, in the context of VBS/RM, is a set of principles adopted from the protection of indigenous people's rights, a normative framework towards human rights approach.¹⁹ International law has recognized FPIC as a norm to impose clear, affirmative obligations on States when dealing with Indigenous communities.²⁰ The UN Practitioner's Portal: "The Human Rights Based Approach to Development and Cooperation: Towards a Common Understanding Among UN Agencies," addresses the principles of peace, justice, freedom and human rights. One of the points stated in the Common Understanding that falls in line with FPIC is:

"1. All programmes of development co-operation, policies and technical assistance should further realisation of the human rights as laid down in the Declaration of Human Rights and other international human rights instruments."²¹

In the implementation of FPIC, the consultant team, once deployed, had performed courtesy introductory visits to the local government key stakeholders and each of the representatives. This was done in face to face meetings and other courtesy calls to customary or key community stakeholders, as part of the outreach that also provided initial information and updates on the process. However, implementing FPIC during the VBS/RM did not always result in all parties agreeing on an issue. An example of this was towards the time of signing

¹⁹ UN-REDD Programme (2013): *Guidelines on Free, Prior and Informed Consent*

²⁰ Legal Companion of UN-REDD+

²¹ The Human Rights Based Approach to Development Cooperation: *Towards a Common Understanding Among UN Agencies*, Retrieved from: <http://hrbaportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies> (January 25, 2017) retrived on....

segments of village boundaries, mutual agreement between groups over a segment was sometimes not achieved. Out of the total 341 segments, 307 were agreed upon with the expectation of 8 District Heads' Decrees to validate these settlements. Also, a timeframe expectation in the VBS/RM implementation was a constant concern. Teams were under pressure to complete deliverables in a very short period of time and impacted on the ability of teams to maintain relationships and trust. In many cases the consultant team in the field had the Village Participation Team (VPT) to race against time in ensuring any differences or disputes were finalized as quickly as possible. These findings were confirmed during the presentation on an independent assessment team funded by MCC.

The complexity of operational aspects of the VBS/RM, as based on the experience accumulated in Phase 1, lay not so much in the technical aspects of the work, as on human relations, communication and working effectively and collaboratively toward shared ends. Throughout the intervention process, technical team members took the roles as facilitators who were actively encouraged to adopt the awareness and understanding of the significance of the 'do no harm'²² principle. A healthy intervention is one which avoids negative effects, be they prior to, during or after planning and implementation processes. One of the initial components necessary for a healthy intervention is trust, through confidence building. This is considered as the capital needed to build relations. To ensure that trust was established, there was a need to earn it through proper communications and reliable access to information. This is the beginnings of what is termed as the EPP approach; establishing deep connections with village stakeholders.

To achieve the aim of having to equip facilitators and inculcate notions of peaceful intervention, the Consultant invested considerable time to developed their teams' capacity through capacity building training. The training focused on team members' experience and in embedding knowledge of peace and conflict intervention. The consultant recruited individuals and NGOs from both those who had operated at a national level, who had considerable experience on previous projects working in different islands in Indonesia, and who were from the areas around the project locations. The consultant also recruited some who were

²² Anderson, M.B. (1999). *Do No Harm-How Aid Can Support Peace of War*: U.S.A., Colorado: Lynne Rienner Publishers, Inc.

residents or locals from where the project was implemented. In regards to the criteria of social expertise, recruitment was of those who had previously worked in social or community engagement activities and possessed some level of facilitation experience, and who had the ability to facilitate operations while stationed in the villages. Thus, facilitating staff were familiar with work involving cross-cultural understanding, particularly regarding the hierarchical and power dynamics of communities in remote areas. It also, involving people with an understanding of local dialects greatly assisted in bridging language and cultural barriers.

The model for team recruitment was in line with the lessons learnt from the UN-REDD, where such criteria was especially designed for short term projects and was a part of the conflict prevention strategy of VBS/RM activities. While the facilitators had multiple functions, through the VBS/RM they performed more of a social engagement and community liaison function formed on building relationships within villages. An analogy of their role could be seen as each performing as the 'head of the spear', in setting the path for the technical aspects of the VBS/RM. Facilitators were specifically guided to gain an awareness and understanding of village dynamics. This was in identifying potential sources of cohesion within or between groups, and potential sources of polarization within or between groups²³, in the communities that they were working in.²⁴ In general, it provided guidance for the involvement of any relevant stakeholders across the full range of VBS/RM activities. It should be noted that Stakeholder Engagement activity provides room to prevent misunderstanding, frictions and conflicts, including those from dormant differences. It was expected that facilitators would adopt the Stakeholder Engagement principles as part of their mind-set during VBS/RM activities. They were also encouraged to think creatively in finding healthy and innovative ways to resolve social issues, with the aim of a 'win-win' solution for the parties involved.

²³ Levinger, M. (2013). *Conflict Analysis*: Washington, United States Institute of Peace, p.96

²⁴ Anderson, M.B. (1999) *Do No Harm-How Aid Can Support Peace of War..*, Colorado, USA : Lynne Rienner Publishers, Inc. .p.33

1.4. Research Approaches, Principles and Methodology

1.4.1. Approaches

1.4.1.1. Ethnographic Participatory Partnership (EPP)

EPP builds on the concept of the ethnographic participatory approach for conducting research or doing aid works, where such guests intensely observe or actively participate in a community's life to gain deep understandings of culture, beliefs and practices. This approach has been used to facilitate improved understandings and elicit greater cooperation towards achieving set outcomes. Where EPP extends this approach, is in the concept of partnership. In this context partnership denotes not only mutual benefits, but also an equity in power relationships. It conceives that each party is mutually dependent on each other and that successful outcomes are directly related to the way that visions of progress and problems are negotiated through relationships of trust. It prescribes that engagement at this level from outside entities requires an explicitly deep commitment with a deep understanding and empathy of local contexts. This approach recognizes that any perceived power or advantage held by outside entities can easily be rendered ineffective without the acquiescence of local people. It is a recognition that local people ultimately hold the balance of power in dealings in which they are asked to adjust or change.

1.4.1.2. Free, Prior and Informed Consent (FPIC)

FPIC is an approach which guided the stakeholder engagement implementation. The principle was adopted as a component within stakeholder engagement activities so that those rights-holders could make sound decisions, and were free from manipulation, coercion or intimidation at the time and locations of decision-making. This was done regardless of gender, age and individual's views on certain issues within the VBS/RM context. It was also deemed that effected stakeholders should be given ample time and transparent information prior to and during the process, so that they could make the best decisions about matters that would directly influence their future lives and livelihood. Information relayed should also respectful in language and method conveyed to the culture or custom of the relevant stakeholders. The principle also

covers how to reach consent, where the customary or community stakeholders are given the liberty to take on a customary or similar law, be they formal or informal, and also have the right to reconsider decisions being made.

1.4.2. The Principles

1.4.2.1. The Basic Principles of Stakeholder Engagement for Conflict Prevention:

The IFC – World Bank views the meaning of Stakeholder Engagement as,

“...a way to provide a bigger picture of the process, more inclusive, and which is conducted continuously between companies [in the PMaP context: funders or the implementing consultant] and those impacted by the activities...”²⁵

These principles support and emphasize each aspect and step of the work within PMaP-1 and specifically within the VBS/RM, that should carefully consider the interactions that take place.

VBS/RM activities were about social issues, both vertically from the national level down to the community level, and horizontally within levels; be they government, community or other relevant groups. It was imperative to work with the stakeholders in the most appropriate way. In principle, those regarded as the relevant stakeholders in the VBS/RM were:

1. Individuals or groups who were directly or indirectly influenced by the VBS/RM activities in the PMaP-1 sub-districts and villages adjacent to the locations of the activities ;
2. Individuals, women’s groups, other social groups including marginalized and vulnerable, youth and religious or spiritual groups (e.g. *Mapurondo* or *Aluk Todolo* believers in Bambang Sub-District;²⁶
3. Government: national, provincial where relevant, district and sub-district levels as well as those at the village level;

²⁵ IFC, World Bank Group (2007). *Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets*: U.S.A., Washington DC: International Finance Corporation., p.2

²⁶ Bambang Sub-District, “Mamasa monthly team evaluation for March 2016 minutes meeting (April 4, 2016)” , p. 16 (unpublished ?)

4. Local non-governmental organizations (NGOs), and/or civil society organizations (CSOs);
5. Business individuals and/or entities;
6. Village, customary and community leaders and/or representatives.

Acknowledging these individuals and entities through identification and mapping of stakeholders benefitted the project by detecting past differences or disputes. The tools and strategy utilized enabled the team to receive a form of early warning on conflict, as well as in finding creative ways to deal with conflict prevention.

1.4.3. The Methodology

The Stakeholder Engagement Handbook²⁷ shows the eight components as shown in Figure 1.4 that were adopted in the VBS/RM and broken down into various activities and forms of engagement. These components were:

- 1) Stakeholder Identification and Analysis: One of the first steps of the consultant field team was to recognize the identities that any key stakeholder holds and how they could contribute to the peace process.

²⁷ IFC, World Bank Group (2007). *Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets*: U.S.A., Washington DC: International Finance Corporation., p. 10-12

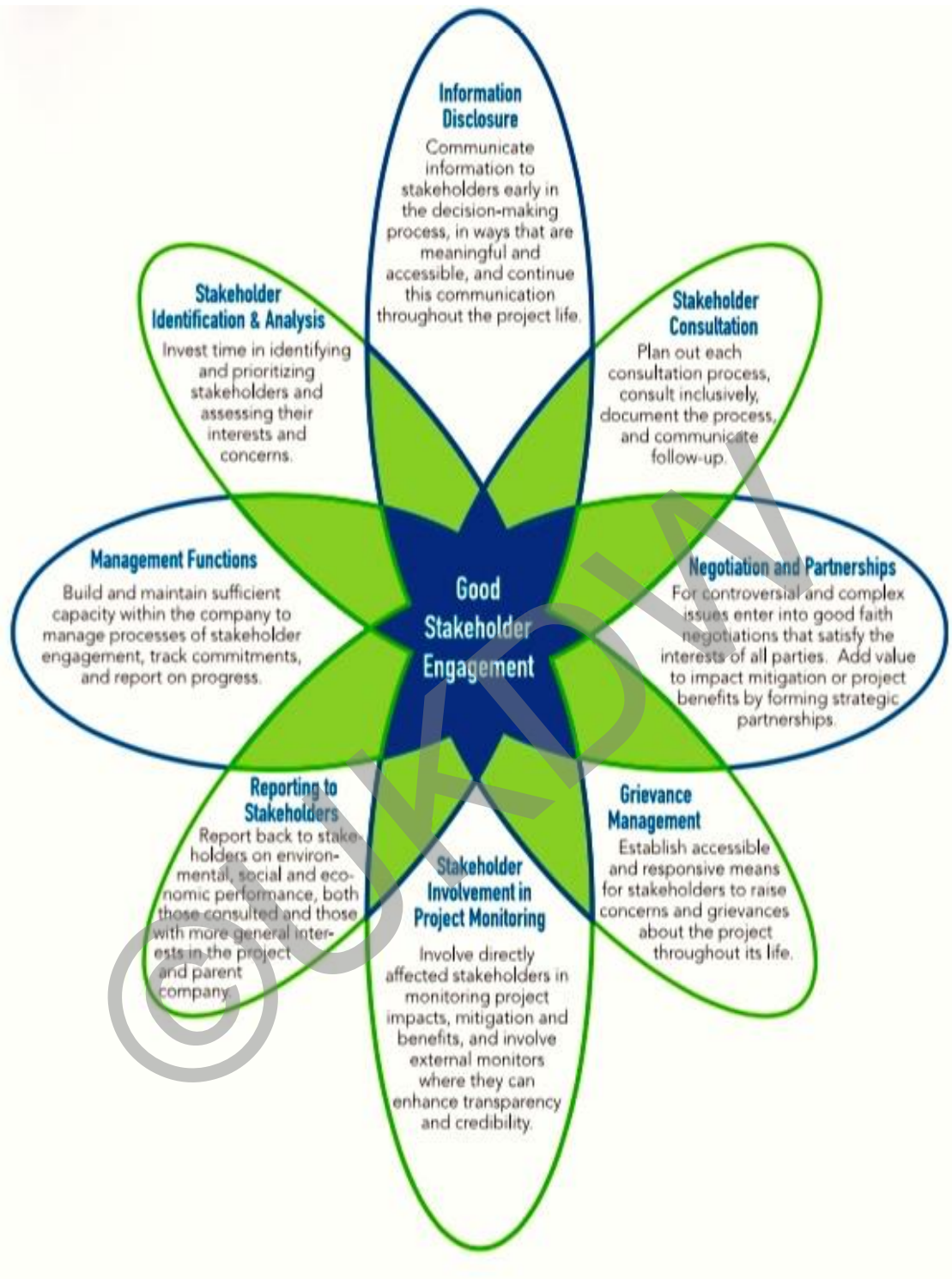


Figure 1.4. : *The 8 Key Components of Stakeholder Engagement*
(Adopted for VBS/RM Stakeholder Engagement Field Operations Manual)

- 2) Information Disclosure: a participatory approach through the SCFs in providing access of information on VBS/RM and empowering the VPT members to disseminate information to respective communities. This project

was about participation, hence all activities involving village communities needed their consent. To reach consent information disclosure took place prior; when everyone involved was informed, room was allowed for bias or grievances. This reduced possibilities for frictions and disputes.

- 3) Stakeholder Consultation: each of the 19 Steps were designed to include consultation; be it with the district, sub-district or village heads, customary or community leaders, or the general public in a village (Step 13). Each consultation provided information and room for questions and answers to clarify issues and ensured everyone involved was 'on the same page'. At the heart of this was the notion of a relationship of knowing 'the other'. It allowed



Figure 1.5: Village meetings as part of the stakeholder involvement were generally held at night as most had to attend to their land, at work or fulfil their domestic responsibilities during the day time. These type of meetings were crucial to information dissemination and to provide rooms for discussions including addressing concerns and gathering information on past frictions or conflicts as well as finding common grounds. Location: Jangkat Timur Sub-District, Merangin District, Jambi (photo: KKI WARSI, 2015).

for developing trust and confidence and successfully built mutual ownership and prevented conflict.

- 4) Negotiation and Partnerships: acknowledging that VBS/RM was also about conducting the process peacefully through village meetings, such as for: drafting village history or determining village boundaries; holding constant negotiations within the village on timeline and method of technical implementation; maintaining close partnerships between the SCF and VPTs

and other relevant stakeholders. These were crucial components of the 19 Steps.

- 5) Grievance Management: focusing on the relationship between the implementing consultant and the VPTs and/or the sub-district stakeholders where differences or disputes should be settled. In the aspect of Grievance Management between villages, the Consultant had the Dispute Resolution Forum set up under Land Tenure Adviser's tasks.



Figure 1.6.: As part of the grievance mechanism, Step 9 provided the necessary room for the village representatives to choose a dispute resolution forum incorporating the local wisdom as part of the FPIC. (Photo taken in *Jangkat Timur Sub-District, Merangin district, Jambi* (Photo: *Dhyana, 2015*))

- 6) Stakeholder Involvement in Project Monitoring: during most of the steps the VBDDCs conducted weekly monitoring, but also included ad hoc meetings with the Team Leaders, as well as those in the village level. Through this system, the SCFs and/or their CLCS communicated through the reporting and monitoring tool on the steps and followed up on the development of the work on VBS/RM to the national level.
- 7) Reporting to Stakeholders: this part of the component was included in a number of steps, especially those post-Step 15. The consultant conducted regular reporting from field visits, formal or informal gatherings through

verbal and written means as well as conveying any progress through the VPTs. In some areas, such as Muaro Jambi and Mamuju Districts, regular meetings or visits were made by the Field Team Leaders on weekly progress or monthly progress.

- 8) Management Functions: the last component guided the implementing consultants on their internal teamwork, coordination and communication strategies. This ensured continued efficacy in implementing the prescribed 19 Steps as expected. Proper documentation and archiving of the steps listed in the deliverables was completed and observed thoroughly, especially by the field staff under the Sub-District Technical Team. It was paramount that they knew their deliverables as the source of information and documentation needed during all of the VBS/RM work.

These key components were utilized as the basic concept and developed as an effective framework to safeguard the process, especially when the activity timeframe was targeted for only 12 months work in 114 villages. In addition, these components assisted in ensuring that both internal (within the consultant team) and external (with the stakeholders in the Sub-Districts) aspects were implemented throughout the 19 Steps, as part of the FPIC and participatory community-based mapping.

1.5. Literature Review

The VBS/RM under PLUP (Participatory Land Use Planning) was focused on making a difference to the approach of spatial planning in the aim to achieve spatial certainty to what had been practised by the GoI. Spatial certainty of a village is imperative to a village's annual budget proposal (Anggaran Dana Desa – ADD). The amount of budget proposed is defined by the certainty of the village size, the total population residing in the village, the poverty level and geographical challenges.²⁸

²⁸ Riadi, B., Makmuriyanto, A. (2014). 'Kajian Percepatan Penetapan dan Penegasan batas Kecamatan/Distrik, Desa/Kelurahan secara Kartometris'. Badan Informasi Geospasial (BIG), Bogor. Retrieved from: [file:///Users/dhyanaparamita/Downloads/56-72-1-SM%20\(3\).pdf](file:///Users/dhyanaparamita/Downloads/56-72-1-SM%20(3).pdf). Retrieved on: February 17, 2017.

Unfortunately, what the GoI had practised were not shown in any national integrated data base as to the proper implementation and spatial certainty results of villages that had conducted delimitation and demarcation. However, the researcher found many research papers relevant to village spatial certainty which only contained the technical aspect of VBS. The social impact or the conflict prevention of a VBS was mentioned briefly with the absence of a mechanism on of to deal with such matters. Other avenue taken by the researcher was through on-line research, where news analysis from variety of national and local media on village deliniation and demarcation randomly could be found. On-line news found were selected to topics on village administration boundary disputes and how it was being handled. Although the local authorities in such cases made effort to resolve disputes within the legal framework of MOHA Regulation No. 27/2006, disputes remained. Cases in Kapuas Hulu had pending village segments disputes influenced the released of proposed village budget by the government.²⁹ Other reasons found in similar area was one of the villages could not produce the proper documentation for the legal drafting processes in addition to the lack of the community participation.³⁰ Lacking of participation can be suggested of high possibility on the many past experiences of other programs on outreach and communication methods conducted by the responsible government team that needed improvement. Disputes can also stemmed from different perspective on what were considered as landmarks between one village to another where mostly based on natural landmark informed verbally. Communities in general know two different types of landmarks: 1) traditional (big old trees, crest or ridge of a hill, distinctive rock) used by customary or traditional groups; 2) modern or man-made structure (monument, brick fence, paved road).³¹ Similar understanding was used in the PMaP-1 VBS/RM where one of the keys to bringing communities together between the traditional understanding and modern knowledge of village boundary settings through stakeholder inlussiveness and meaningful participation. Bringing communities together is one the activity showing transparency and the

²⁹ Kepala Desa Kapuas Hulu Diminta Tuntaskan Tapal Batas. Antara-KalBar (May 15, 2015). Retrieved from: <http://www.antarakalbar.com/berita/333472/kepala-desa-di-kapuas-hulu-diminta-tuntaskan-tapal-batas>. Retrieved on: April 4, 2017.

³⁰ Karin., P.N.P. (2015). Implementasi Penetapan Batas Desa di Desa Nanga Betung Kecamatan Boyan Tanjung Kabupaten Kapuas Hulu. Retrieved from: http://jurnafis.untan.ac.id/index.php/governance/article/viewFile/546/pdf_18. Retrieved on: April 4, 2017.

³¹ Abt Associates (2013, p.3). Task 4: Panduan Penetaan Batas Desa secara Partisipatif. DRA Project.

good-will to ensure the DNH implementation considering the potential of conflict and violent conflict.

Other literature review the research looked into was in the aspect of stakeholder engagement as a strategy for conflict prevention. There are many definitions from various researchers of conflict prevention. The closest to the VBS/RM context was from M.S. Lund' in his writing on conflict prevention in policy and practice, who stated: "Conflict prevention applies to peaceful situations where substantial physical violence is possible, based on typical indicators or rising hostilities."³² His definition is: "a peaceful situation' with the absence of any physical violence", applied to the social situation in the VBS/RM areas during its implementation. During the VBS/RM, areas such as West Sulawesi, although close in its proximity to the Central Sulawesi (Palu, Poso, Tentena areas) marred by two decades of continuous violent conflict, was not influenced. Such assumption was made through indicators a number of normal day-to-day activities in the market areas, the schools and hospitals. Mamuju as the capital city functioned normal like any small districts. However, conducting several interviews with a government official at the district and women groups at the sub-district levels informed there had been disputes and conflicts on land use issues that caused lives. Similarly, found in Jambi in Kumpeh, what was described by Lund a 'peaceful situation' yet tensions took place within Tanjung Village where its village head (*lurah*) and the customary leader, a common knowledge to the locals, were working as land-brokers to palm oil companies. Before the VBS/RM field implementation team conducted their work, this village and its neighboring villages had failed in coming onto an agreement. The Social and Communication Facilitator from the VBS/RM claimed to have been assisted in engaging and took advantage of the FPIC and participatory approach as his guide.³³ He succeeded in leading Tanjung Village to sign the delineation and demarcation agreements although through the Forum Conflict Mediation set up for the VBS/RM implementation (Step 9). The SCF by observing and learning of who were the

³² Lund, Michael S. *Conflict Prevention: Theory in Pursuit of Policy and Practice*. Retrieved from: <https://www.wilsoncenter.org/sites/default/files/Conflict%20Prevention-%20Theory%20in%20Pursuit%20of%20Policy%20and%20Practice.pdf>; Date of Retrieval: February 2, 2017, p.

³³ Interview with Tomi Wijaya, Social and Communication Facilitator in charge of Tanjung, Sogo and Seponjen, Kumpeh, Muaro Jambi, Jambi (February 18, 2017.)

key players, managed to have them informed and bridge the relation's gaps as the path he took to avoid conflict.

1.6. Problem Formulation

This thesis is aimed at evaluating the VBS/RM 19 Steps and the impact of the activities as one of the path to take on in addressing the negative affect of decentralization in Indonesia. Thus, the thesis statement is that VBS/RM with its 19 Steps implementation is one of the options for conflict prevention relevant to the village boundary delineation and demarcation, which rooted from the 1999 regional autonomy policy. By conducting an evaluation through Stufflebeam's CIPP Evaluation Model, this research is the **first step to verify** the effectiveness of the VBS/RM 19 Steps utilizing participatory-partnership approach involving stakeholders at the district, sub-district and village levels as agents of conflict prevention. By gaining knowledge and understanding of the need for VBS/RM through free, prior and informed consent; village key individuals, both community and customary groups as well as women representatives, they have showed interest and concern for the success of peaceful implementation. The results of the VBS/RM work was then submitted for approval and signing by the District Head's Village Delineation and Demarcation Decree along with the nationally acknowledged village maps and installments of a number of permanent pillars within the sub-district.

1.7. The Goals of the Evaluation

The goal of the research is to conduct an evaluation in order to seek what were the deliverables being met by the project in the technical aspect and what process the implementation took in the aspect of social issues. It seek further of the social aspect which was achieved through the concept of stakeholder engagement in conflict prevention within the 19 Steps of VBS/RM. As one of a standard international practice in an intervention, the VBS/RM adopted the principle that:

“Stakeholder Engagement is a process of interaction between individuals or groups of people which is intentional, where they have the authority to

influence positively or negatively the financial aspect, and the responsibility towards the social and environmental issues.”³⁴

The project was aimed to ensure a healthy interaction between implementer and beneficiaries and facilitate a mindset where all parties could achieve amicable and beneficial outcomes.

In addition to the above goals of the evaluation, the second goal is also to seek improvement of the implementation of the VBS/RM 19 Steps operations, which guided the team in their work. As one of the first steps in the process of participatory spatial planning, VBS/RM was conducted at the village level. The aim of the activities, were to provide spatial certainty through a participatory-partnership process in making clear and indisputable boundaries. This then provides the basis for rural land use planning and constructive use of communal village lands, as well as for the integration of spatial data at national, provincial, and district levels. Such spatial certainty at administrative and functional levels is a necessary foundation for effective management of natural resources, agricultural commodities and renewable energy infrastructure.

The third goal is to find what are the contributing factors, which made the VBS/RM successful and bring benefits the stakeholders. The last aim includes the changes of perception or attitude of the benefactors through the 19 Steps and their involvement in being the change agents in their respective communities. Under the PMAP-1, the participatory mapping is a method that gives local communities knowledge of the purpose and usage of maps and with the assistance of facilitators, provides the opportunity to draft their own map. The activity shows local people how to view where their village is - proximally, physically and accurately situated. One of the advantages of the participatory approach with local communities is to utilize a wealth of existing knowledge of the communities. Putting village territory on paper for villagers to visually conceive their living domain, can solidify a level of ownership and help guide them in taking a committed interest in developing and conceptualizing how to maintain or use such space. The method has two roles. Firstly, communities are coached to draft maps through dialogue processes and afterwards through dialogue between affected communities. Secondly, after the various legal

³⁴ Stamford, N. (2015). *Guide to Organization Design – Creating High-performing and Adaptable Enterprises – Second Edition*: Bevin Way, London: The Economist & Profile Books Ltd.,p. :152

processes and areas are legally validated, these communities then become map users themselves.

To ensure a map is accepted by the government, communities were required to take part in the work by abiding by the cartometric standards, using the Global Positioning System (GPS), Geographic Information System (GIS) and remote sensing. These processes were introduced to the communities and relevant government staff by geodetic experts. The last one is to seek answers if the VBS/RM can be duplicated better in other areas and signifies its worth.

1.8. The Evaluation Contribution

The evaluation is drafted in the hope that it can be a significant resource of reflections on other PMAp projects under MCC/MCA-Indonesia of its contribution towards spatial certainty in Indonesia through stakeholder engagement as one of the significant key to conflict prevention in the VBS/RM. The evaluation is expected to benefit the Indonesian Government both at the central and regional levels to review the existing laws and regulations. It is also expected to benefit independent evaluation groups as reference to their own assessment and to provide the Universitas Kristen Duta Wacana future reference for other researchers or program evaluators.

1.9. Thesis Writing Structure

This thesis writing is divided into four chapters commencing with Chapter I providing the background information as well as the significant reasons for the research to take place. The next part was to describe the ideal output of the program being evaluated and the supporting and challenging factors during the implementation before moving the discussion on the strategy to resolve the challenges. Chapter I also provides information on the goal of the evaluation and its contribution for future researchers and other benefactors before it moves on to the next chapter.

Chapter II is divided focused on the conceptual and theoretical framework. This section laid out the theories on Ethnography, the Participatory Rural Appraisal (PRA), the Ethnography Participatory-Partnership as the result of the VBS/RM 19 Steps activities and the Free, Prior and Informed Consent (FPIC) principle. The evaluation model and the logical framework using Stufflebeam's CIPP (Context, Input, Process, Product) Model is then discussed next in Chapter III and divided into six sections: the design of the evaluation model, the sampling procedure, the indicators shown through

CIPP model and how the data collection was conducted which includes primary and secondary sources. The next section of Chapter III discusses the data procedure process and the tools to conduct the research analysis before commencing the discussions on findings and analysis. To close the research writing, readers are presented with Chapter IV with conclusions, the limitations the research provided and encountered as well as the recommendations which are hoped to provide feedback for the Indonesian Government for policy changing in accomodating social issues inclusive of conflict prevention in their legislation.

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CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

4.1. CONCLUSIONS

This research paper intends to evaluate the VBS/RM 19 Steps implementation and the impact of the activities as one of the path to take on in addressing the negative affect of decentralization in Indonesia. It is to seek answers if VBS/RM 19 Steps can indeed perform as a contributor to conflict prevention tools in the area of village boundary delineations and demarcation which rooted from the 1999 regional autonomy policy. Utilizing Stufflebeam's Context, Input, Process and Product (CIPP) Evaluation Model, the researcher was able to narrate the needs, assets and problems through the input from the planning stage inclusive of the approaches.

The approaches used in this research were based on both the theories of participatory method under the Participatory Rural Appraisal (PRA) method coined by Chambers; and peace building theories by Burton and Schirch. The above theories performed together in strengthening the conflict prevention in VBS/RM under the guiding principles of international development initiatives initiated by the World Bank. Chambers who developed the PRA adopt within his method Spradley's ethnographic research where it conformed to the uniqueness of the partnership social and work relations between the guest and host communities and culture. These types of intimate relations where the Implementing Consultant, as guest, embraced the day-to-day lives of the host culture during the VBS/RM and formed the Ethnographic Participatory-Partnership (EPP) approach. The EPP rooted from the PRA was shown through the live-in and intimate relations built over the course of intensive 6 months of work in the field for each implementation phase. The live-in of the guest (the Implementing Consultant) provided the room for acculturation. The SCF who worked and lived in the villages experienced the process of cultural change and to certain degree psychological change that resulted in adjustment between the SCF as the guest cultures and met amicably with the host culture. This processes built trust and transparency between the

guests and the hosts contributing to working in unison to complete the tasks of the VBS/RM. Cross cultural understanding was one of the ways to prevent misunderstanding that contributes to conflict prevention. To re-emphasize, that this was one of the components of success in delivering enormous tasks in massive operations involving approximately 1000 individuals in the course on 18 months. The method of employment of the EPP approach imbedding the FPIC as a guiding principle and work systematically guided by the VBS/RM 19 Steps presented peace processes. Using the live-in strategy where consultant field teams were trained in prior (Step 3), culturally prepared to immerse as well as aware of the political nuances and relations dynamics within and between villages, successfully engaged not only through their presence but also connect on a deeper emotional level. This deep level of connection tied the consultant individually and the community he or she assisted in focusing to aim for peaceful VBS/RM intervention.

John Burton's on the Basic Human Needs (BHN) theory had proved to be relevant with the peace building nexus approach initiated by Lisa Schirch in the realm of VBS/RM and conflict prevention as laid out in Chapter 3 (Table 3.3.). With Chambers participatory method and peace theories by the two experts mentioned above, the researcher had found common understanding. Such common concept referred to the PRA, BHN and Schirch Peace Building Nexus that were in line with the Stakeholder Engagement 8 Components and the Free, Prior and Informed Consent (FPIC) principles. The latter two principles were to be used as guides in project implementations in the development area specifically those working under international initiatives. VBS/RM under PMaP-1 was required to comply with these guides to ensure environmental and social management issues were dealt with justly.

With the completion of the VBS/RM activities under PMaP-1, the funder (MCC) and supervisory body (MCA-Indonesia) had opened more bids to work on at least three more VBS/RM projects in over 35 districts and targeting approximately 1000 villages under these districts. The success of VBS/RM which was backed up by an independent evaluator's findings funded under MCC can be a reason to celebrate the peaceful intervention, however, the researcher found there were rooms for improvement. It is important to maintain the 19 Steps of

VBS/RM and although challenging in covering 114 villages during PMaP-1, hypothetically this type of initiatives will indeed take on extremely careful planning and strategy when handling over 300 villages spread out in approximately 15 districts. PMaP 5, 6 and 8, proposals have been granted to implementing consultants and are in the process of signing the contractual agreement. Any companies, which are willing to take on the challenge, will have to go through the cycle of the 19 Steps. Although the VBS/RM 19 Steps Manual and its 4 other accompanying manuals were written based on the experience gained from PMaP-1, they are not guaranteed successful implementation if a similar and enhanced due diligence do not take place. Due diligence mentioned here referred to the three levels of groups of actors: Level I - the government; Level II – the consultant, specialists/advisers who possess the academic background as well as experience in the field; and Level III – the beneficiaries to take on the consent and agreed in good will to conduct the VBS/RM activities.

Looking into the gaps of the legal aspects, the researcher concluded that at least there were two things which could assist in preventing conflict: 1) technical and implementation guidelines, and 2) Standard Operating Procedures. Technical and implementation guidelines functioned as the interpretation of government regulations which then guided to draft Standard Operating Procedures (SOP). The VBS/RM Field Operations had covered the technical and implementation guidelines, but again as a follow up of these guidelines, considering there were some differences in the field implementation, there is a need for the SOP. On the matter of addressing probable conflict issues within this work, there was never any mentioning of imbedding other existing laws or regulations. The disharmony of the law from the technical aspect, as an example between the BPN (Badan Pertanahan Nasional) may not be in line or interpreted similar to the MOHA regulations. Any unclear interpretation of the law or regulations by the Level I actors can pose confusion in the field by the Level II actors and lead to misinterpreted during the implementation and laid out the reason for frictions or disputes. The confusion above on legal interpretation was also not the only problems. Both, the funder and its supervisory body as well as the implementing consultant were not experience in field operations. From the monitoring of the process aspect of the CIPP evaluation during the contract of the researcher, she

found that most did not approach the project with the mind-set that it was an operational with massive work and data to gather. This part of the problem resulted in the disharmony between the supervisory body and the consultant, which influenced the performance of the field teams and the incompleteness of the deliverables.

Based on the Stakeholder Engagement Eight Components, on the section of Management Functions, MCA-Indonesia as part of the Asset in CIPP could have been better planned and organized to lead such big projects. The independent evaluator report and concluded through verbal discussions with the researcher had shown their lack of management system. Documents or archive were not a part of their working system that influenced the communication system with the local government representatives but also with the implementing consultant. Often these lack of communication and coordination created ripples down to the village level when expectations were not met.

4.2. RECOMMENDATIONS

There are seven recommendations provided for this evaluation based on the limitations the researcher encountered.

4.2.1. Inclusions of Other Relevant Regulations Pertaining to Peace Building or Conflict Prevention

Under the MOHA Regulation No. 27/2006 and then the amended version of MOHA Regulation No. 45/2016, the responsibility was shifted upward into the national ministerial level. As aforementioned, it implies that stakeholder identification and mapping had been brought into greater focus and viewed with some greater degree of national importance. However, in reviewing the regulatory framework further, the reality is a significant shortcoming in addressing social issues and conflict prevention. The Researcher seeks another legal framework that could perform as the umbrella of Stakeholder Engagement, Social Issues and Conflict Prevention.

One regulation VBS/RM can refer to on social issues, and conflict prevention, was the Social Conflict Management (National) Government Decree No. 2/2015 (*Peraturan Pemerintah No. 2 Tahun 2015*). The Decree may not be

specifically aimed at resolving land dispute issues, but some of the clauses covered areas needed for: social inclusion as part of community participation, stakeholder engagement, outreach programs, identifying and mapping of conflict. The decree can support the delineation and demarcation of work conducted in VBS/RM by providing a legal umbrella, especially when an area has already a history of dispute. Muaro Jambi is a case in point where violence has occurred on land rights or land use (the military and its intelligence were making significance presence during the work). In addition to involving stakeholders from the community groups, it also specifies who should be categorized as vulnerable groups. This is a Presidential Decree, which theoretically means it has a higher level of legal status in comparison to Minister Regulation.

Although the decree is not specific for Village Delineation and Demarcation activities, it has components the VBS/RM can use to address issues on conflict prevention. The decree states the issues that should involve stakeholders from community groups, defines levels of government responsibility and what security force should engage to stop any violence. It also defines what are vulnerable groups, as well as identifying and mapping conflict as part of the conflict early warning system.

4.2.2. The Implementing Consultant Field Team Recruitment and Capacity Building Training

It is recommended that to carry out such huge responsibilities, the recruitment of the implementing consultant field team go through reputable national or provincial based NGOs. The set of criteria should be NGOs that are pro-environmental issues and willing to work professionally without putting their NGO's agenda. An agreement should be put forward and signed by the implementing consultant. The structure of the communication and coordination system should also follow the laid out of the national based. This should include all documents pertaining to the 19 Steps should be handed over as per requested by the implementing consultant.

4.2.3. Gender Lense, Women and Other Social Group Inclusion by Enlarging the Field Team Focusing on Social Issues

- It is clear that more staff were required to focus on the social aspect of the work, given the many responsibilities of the SCFs who had mostly focus on dealing with the technical side of the VBS/RM. Marginalized and vulnerable groups
- It must be emphasized for the need to effectively liaise with the Social and Gender Assessment team of MCA-Indonesia as a sounding board and to joint force where possible. This is to provide support and feedback, as well as to create awareness for the national level donors, of the challenges under VBS/RM with regards to inclusiveness.
- More attention ideally to study further and document all relevant local wisdoms pertaining to the VBS/RM activities which had benefit the process and contributed to conflict prevention with sufficient numbers of staff for future reference for other VBS implementations.

4.2.4. Monitoring and Evaluation, Data Management and Archiving System

It would benefit the donors and its beneficiaries if there was a standard format on the Monitoring and Evaluation (MonEv) of VBS/RM due to the many process and legal documents emanate from the process. PMap 1 had very minimum MonEv tools and had to be internally developed by the Consultant so as to ensure deliverables were met. To conduct a proper MonEv, a Data Management System (DMS) was set up, as well as the archiving system for legal documents. An operational project of the scale of PMap 1 inevitably needed these systems set up properly so as to ensure all necessary documents and steps could be verified (Step 15 onwards). One of the strategies to conflict prevention is being able to provide hard evidence and any supporting documents where archiving as part of the DMS can assist.

4.2.5. Geographical Challenges

PMaP-1 can be considered successful to certain degree but the hurdles the team had to go through to be mobilized, to live and to travel from nearest sub-district to their respective villages were extremely challenging. These type of challenges experienced in Mamasa with over 130 potential landslides do to poor road infrastructure should be considered and allowed for time flexibility by the supervisory body.

4.2.6. Climate Challenges and Force Majeure

Criticized by the supervisory body for not being able to submit the deliverables on time, the implementing consultant team had to justify the situation, such as in the case of Jambi, with the forest fire had set the work three months behind.

In Mamasa and Mamuju landslides or floods due to the rainy seasons hinder the timely deliverables. It is recommended to either put climate challenges and force majeure into the time frame of implementation or find creative solutions to overcome such challenges.

4.2.7. Time Frame of Implementation

The minimum time frame for such project should be considered to be eight months up to ten months to let beneficiaries such as to process decisions within their community on segments' agreements.

4.2.8. Supervisory Body to Expand the Size Their Own Team for Monitoring the Process of Implementation

A project at the VBS/RM involving approximately 1000 individuals with about 80 as core team members needs more than 5 supervisory body team members to consult and bounce off ideas with. MCA-Indonesia has about five persons to handle the PLUP that the team had to supervise other PMaP projects (up to date there are 4 PMaPs). Thus, with the next PMaP 6-8 and 9 they need to enlarge their team to be able to liaise and engaged with the GoI and other national or district based government key decision makers where policies are made.

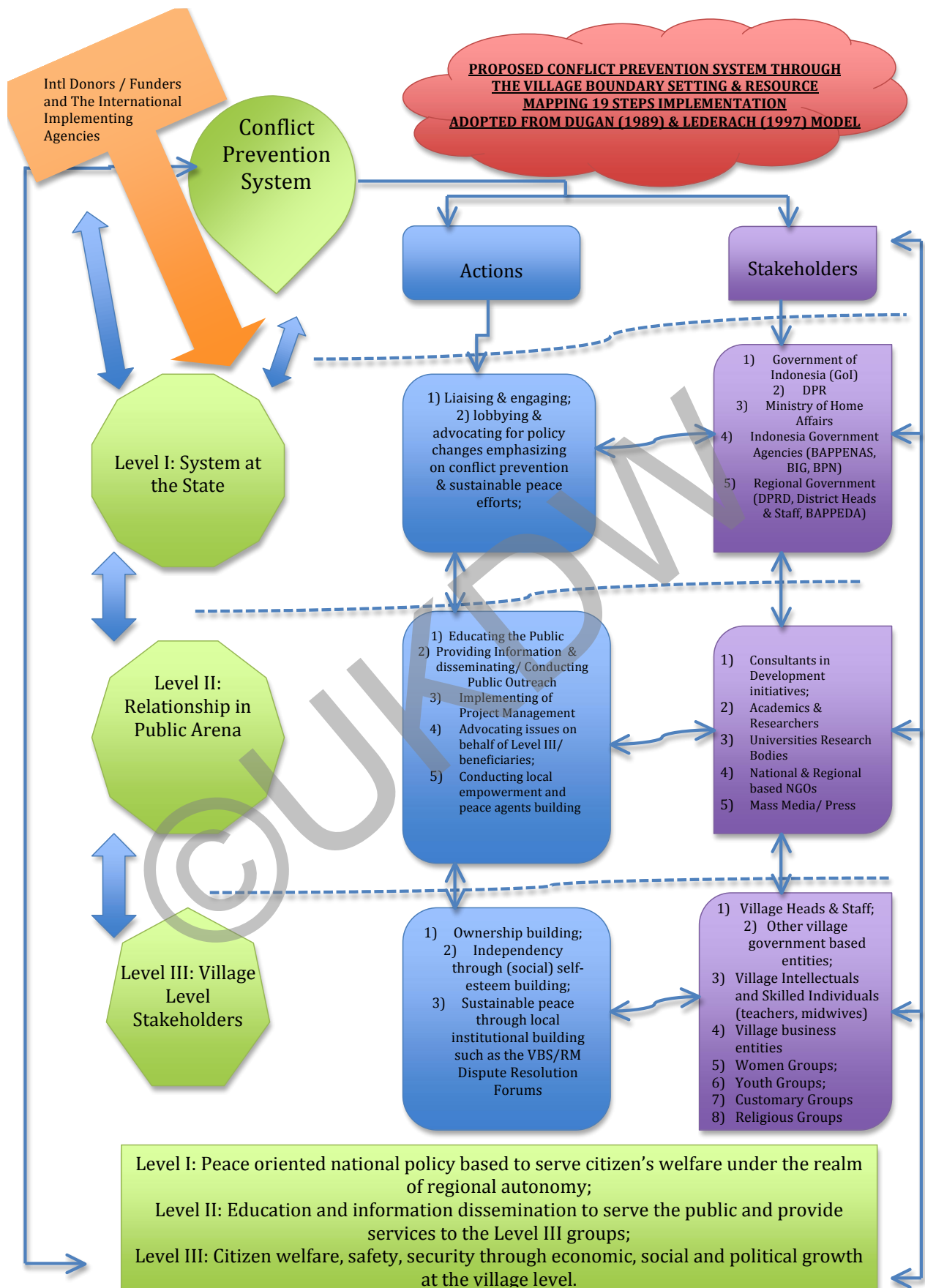


Figure 4.1.: PROPOSED CONFLICT PREVENTION SYSTEM THROUGH THE VILLAGE BOUNDARY SETTING & RESOURCE MAPPING 19 STEPS IMPLEMENTATION

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