

# Indigenous Peoples Development Planning Document

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Indigenous Peoples Development Framework  
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Prepared by the Ministry of Marine Affairs and Fisheries for the Asian Development Bank (ADB).

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**GOVERNMENT OF INDONESIA**

**SUSTAINABLE AQUACULTURE DEVELOPMENT FOR FOOD SECURITY AND  
POVERTY REDUCTION PROJECT**

**INDIGENOUS PEOPLES DEVELOPMENT FRAMEWORK**

**Directorate General of Aquaculture  
Ministry of Marine Affairs and Fisheries**

**28 October 2005**

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## ABBREVIATIONS

ADB	Asian Development Bank
CBO	community-based organizations
DGA	Directorate General of Aquaculture
EA	executing agency
SAVER	Sustainable Aquaculture Development for the Food Security and Poverty Reduction
IP	indigenous peoples
IPDF	indigenous peoples development framework
IPDP	indigenous peoples development plan
IPIA	indigenous peoples identification assessment
LAR	land acquisition and resettlement
LARP	land acquisition and resettlement plan
MMAF	Ministry of Marine Affairs and Fisheries
NGO	nongovernmental organization
PIU	project implementation unit
PMO	project management office

## 1. INTRODUCTION AND BACKGROUND

1. This Indigenous Peoples Development Framework (IPDF) for the Sustainable Aquaculture Development for the Food Security and Poverty Reduction (SAVER) Project has been prepared by the Directorate General of Aquaculture (DGA) of the Ministry of Marine Affairs and Fisheries, the project executing agency (EA). The objective of this document is to establish the project implementation mechanisms required to satisfy the provisions of the ADB policy on Indigenous Peoples (IP) hereafter mentioned in the text simply as “the ADB Policy”.

2. The SAVER Project aims at reducing poverty, ensuring food security and improving environmental protection of coastal and inland waters through the delivery in seven Indonesian districts of three components: (i) Aquaculture Production Enhancement; (ii) Aquaculture Support Services, and; (iii) Institutional Strengthening and Project Management. The targeted districts are: (i) Langkat, North Sumatra Province; (ii) Ogan Komering Ilir (OKI), South Sumatra Province; (iii) West Lampung, Lampung Province; (iv) Karawang and (v) Sumedang, West Java Province; (vi) Kapuas Hulu, West Kalimantan Province; and (vii) Buton, Southeast Sulawesi Province. Project implementation will affect IPs in two of these districts (Kapuas Hulu and Buton) where minimal land acquisition due to the construction/improvement of demonstration facilities and deep wells is needed specific IP action in form of additional social assessment and in form of an Indigenous Peoples Development Plans (IPDP) will be required before implementation of civil works. In another district (Langkat) some additional review will be needed to ensure that all local groups are fully integrated in the national milieu.

3. In view of the fact that project design will follow an intensive participatory approach directly involving the Project beneficiaries, and of the fact that community participation in project design can be triggered only once the loan is approved, the specific subprojects have been defined so far only at a feasibility study level. Detailed design of subprojects, including the identification of community subprojects and the preparation of needed IPDPs will be carried out at the beginning of project implementation. To fit the requirements of the ADB policy the preparation of needed IPDPs will be a condition for ADB approval of contracts while the implementation of IPDP provisions will be a condition for ADB approval of the initiation of civil works.

4. In order to guarantee that the Project is implemented in accordance with ADB policy and provides general guidance for the preparation of IPDPs reflecting the impact compensation provisions and project benefits delivery fitting the needs of the affected IPs this document details the following:

- (i) IP Definition in the Indonesian Context;
- (ii) Social Assessment Summary;
- (iii) The SAVER Project IP Policy and Strategy
- (iv) Participatory Planning and Capacity Building
- (v) Document Preparation and Studies
- (vi) Organization and responsibilities
- (vii) IPDP preparation plan
- (viii) Disclosure, Monitoring and Evaluation

## 2. IP DEFINITION IN THE INDONESIAN CONTEXT

5. Based on acknowledged international standards ADB defines the IPs as “*people with a social or cultural identity distinct from the dominant or mainstream society, which makes them vulnerable to being disadvantaged in the process of development.*” In addition to this general definition, the ADB policy lists a number of features for the identification of IPs and the

assessment of their degree of vulnerability during project preparation. These are: (i) descend from groups present in specific areas prior to the establishment of modern states and relative borders; (ii) maintenance of distinct self/non-self ascribed identities; (iii) use of distinct languages; (iv) active maintenance of socio-cultural systems/institutions that differ from the socio-cultural system/institutional-political tradition of dominant societies; (v) pursuit of livelihood at the margins of the market system; (vi) unique ties/ attachments to natural resources and ancestral territories.

6. In strict formal terms the application of the above definition to the Indonesian context may be problematic as the Indonesian state formation includes a great number of citizen groups that are highly differentiated in terms of ethnic, linguistic and cultural identity, and at the same time are all “indigenous” (in the sense that they are the original inhabitants of their localities of residence.) This notwithstanding, the substance of the notion that “Indigenous Peoples” are people that may be “disadvantaged in the development process” is officially captured by the official Government categories. These latter, in fact, distinguish between mainstream communities that have been assimilated into the national culture, have a livelihood based on the market economy, and control the official decision-making process in their native areas<sup>1</sup> from groups that do not have these prerogatives, the so-called “*isolated adat (traditional) communities*.” The distinguishing features of these communities are that they: (i) have inhabited a certain territory for generations; (ii) maintain a specific culture, including aspects of language, belief, production patterns, law, and social institutions; (iii) are recognized by other groups or the government as community groups having their own characteristics; (iv) experience deprivation of rights, marginalization, and discrimination; and (v) have a strong link with the land where they live, not only in physical but also in social and ritual terms<sup>2</sup>.

7. In view of the basic similarities between the ADB IP definition and the definition of “isolated adat communities” adopted by the Indonesian Government, this document assumes the two as basically correspondent and fitting both ADB Policy and Indonesian law.

### 3. SOCIAL ASSESSMENT SUMMARY

8. As required by the ADB policy project preparation has included a social assessment (SA) of the population of the districts targeted by the project. The SA included investigations relative to the presence of IPs in the targeted Districts. When IPs were found, additional information was gathered based on available records regarding their demography, their acculturation status and on needed IP action to be carried out before project implementation.

9. Based on the information collected (see appendix A) in 4 districts (OKI, West Lampung,

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<sup>1</sup> These mainstream groups constitute the majority of the Indonesians and can be subdivided in two types. First, groups that were the core population of pre-independence Indonesian states (i.e. the Javanese, the Sundanese, the Balinese, the Makassar/Bugis, the Achenese, the Minankabau, the Minahasa and the coastal Malayus). Second, groups that were originally peripheral to the pre-independence states, but successfully adapted to the modern Indonesian polity and national economy (i.e. the majority of the Bataks, or in general, all members of ethnic minorities that have settled permanently in cities or stably adopted lowland agriculture).

<sup>2</sup> The groups classifiable as “*Isolated adat communities*” are found all over the Indonesian territory both in the peripheral and in the central islands where they constitute in general the poorest segment of local society. They include groups that have maintained strong local traditions, have remained marginal to the market and the state governance system, or groups that may need special protection to maintain control of their traditional resources in the context of the ongoing homogenizing process driven by intense internal migration. Among them are most of the non-urban population in the Papua, Maluku, Kalimantan and lesser Sunda regions; scattered groups of mountain and islands settlers in Sulawesi (the Toradja and several minor groups), secluded traditional villagers or tribes in Java and Sumatra (the Tenger, the Badui, the Kubu, the Mentaway, and the Alas/Gayo), and nomadic fishermen plying all waters across the archipelago (the Bajau.) Among the IPs can also be included traditionalistic fringes of groups that have generally adapted to the national milieu.

Karawang and Sumedang) there are no IPs, or if IPs are present, they have been assimilated to mainstream cultural and economic patterns and are in control of local administrative processes. In these districts no additional IP action is needed prior to civil works implementation.

10. However, in the three remaining districts (Langkat, Buton and Kapuas Hulu), various groups classifiable as IPs were identified and further IP action has been deemed as necessary.

- i. The IPs in Kapuas Hulu include various Dayak tribes (Kahayan, Kaharingan, Keniya, Dusun, Darat and Samba) with strong particularistic identities vis-a-vis Javanese, Madurese and Malayu migrants and various degrees of integration with the general Indonesian cultural, economic and political system. Although, lack of integration is mitigated by the fact that most of them have converted to Islam, the possibility of conflict between the local IPs and the migrant community requires further analysis of the situation in form of a specific Indigenous Peoples Identification Assessment (IPIA) will have to be carried out and reflected in an IPDP.
- ii. In Buton, the IP groups identified by the SA are the Laki, the Mallio, the Muana, the Buton, the Moronee, the Wononi, and the Kalisu. Although these groups do not face migration of outsiders in their lands they appear to be only partly integrated into the mainstream national culture. Also in this case an IPIA will have to be carried out and its results reflected in an IPDP.
- iii. In Langkat most of the Bataks are well integrated in the National milieu. Due-diligence review, however, will have to be done to determine if for some Batak or Nias communities this is not the case. If warranted by the review IPIAs and IPDPs may have to be prepared.

#### **4. PROJECT IP POLICY AND STRATEGY**

11. The Project IP policy and strategy rests on the recognition that IP's socio/cultural peculiarities may be insufficiently reflected in mainstream planning/administrative dynamics consequently creating a situation where the IPs may not take full advantage of the Project. In view of this, the Project will be implemented based on a few basic principles ensuring that IP communities are included among its beneficiaries and that their specific needs are met both regarding impacts compensation and definition of project preparation and implementation mechanisms. These principles are:

- i. Within the limits of the situation and of the aspirations/capacity of the local IPs, the number of IP beneficiaries will be as much as possible proportional to the IPs share of the local population.
- ii. IP compensation for land and other losses will be both compatible with their adat land tenure systems and consuetudinary property rights and with the right to equitable compensation of single households or individuals. For instance, when land rights are communal, appropriate compensation will be given in form of collective community provisions and in form of specific provisions for the households or individual using the affected land.
- iii. Both for reasons of equity and effectiveness, project interventions involving IPs will be planned at detailed level and later implemented so as to preserve the socio/cultural integrity of the beneficiary communities, enhance social cohesion

and avoid conflict.

- iv. Project design and implementation will make use as much as possible of IPs' traditional decision-making processes and institutions involving local leaders, elders and locally accepted mechanisms to determine collective decisions.
- v. In the determination of project deliverables traditional aquaculture practices will be taken into account and will be adopted as much as feasible.
- vi. In all project activities utter attention will be exercised to ensure full respect of the IPs dignity, human rights, and cultural uniqueness and simultaneously pave the way for the formation/institutionalization of productive partnerships between IP communities and local governments.
- vii. The identification of IPs aquaculture needs and relative project deliverables will be done with the active participation of the IP communities.

## **5. PARTICIPATORY PLANNING AND CAPACITY BUILDING**

12. Key for effectively implementing the above policy principles, define community subprojects and ensure IP inclusion will be an intensive public participation process. This participatory program will be carried for the entire duration of the Project through focus groups, community meetings, and questionnaires and will involve IPs both as project planners and project beneficiaries. When the Project is implemented in locations with different IP groups, inter-community participatory activities will be accompanied by specific activities focusing on each specific IP group. It is hoped that in this way project preparation may bring greater focus on the particular views and concerns of particular communities.

13. IPs will also participate to data gathering activities as members of the survey teams for the Indigenous Peoples Identification Assessment (IPIA) to be carried out in each affected IP and as members of the local NGOs that will facilitate the selection the selection and then implementation of project interventions and will contribute to reports writing. It is expected that in districts like Kapuas Hulu and Buton which have large IPs constituencies many local government officials involved in the Project will be IP as well.

14. Finally the Project will pursue the empowerment of IP communities in the hope that they further evolve as self-sustaining economic and civic actors not only able to manage and maintain their resources but also capable of innovation. This strategy will involve the delivery of capacity building specifically designed for IP involved in aquaculture and focussing on training and pilot experiments in the production, handling, processing, and marketing of aquatic resources. Capacity building will also target the IP's organizational capabilities with the objective of fostering the formation of production and marketing organizations to be based on traditional indigenous form of economic collaboration. In doing so particular attention will be put on activities such as fish processing that are traditionally carried out by women. To achieve maximum effectiveness capacity building activities will be carried out with extensive use of trainers able to speak local languages or who are members of the IP beneficiary groups themselves.

## **6. DOCUMENT PREPARATION AND STUDIES**

15. Since so far project design has not yet identified the specific community subprojects and relative locations, IP identification has been carried out only at district level. This has allowed the identification of districts where there are no communities with IP characteristics and districts

where groups with these characteristics are present (Kapuas Hulu and Buton). For these two districts further preparation work will have to be done once the beneficiary communities are identified during detailed design. These preparation activities include i) the implementation of a detailed Indigenous Peoples Identification Assessment (IPIA) and the preparation of one or more Indigenous Peoples Development Plans (IPDPs) depending on the features of the identified IP groups and communities.

16. The IPIA will be done to obtain baseline information on the IPs who will be affected by each local subproject. The IPIA will generate the following information:

- (i) description of IP communities affected by each subproject and identification of IP names/groups and demography;
- (ii) IP social organizations relative to each community;
- (iii) IP livelihood and land tenure patterns relative to each community;
- (iv) history of each IP group relations with other IP groups and outsiders;
- (v) IP degree of adaptation to mainstream society and culture for each IP group and community;
- (vi) IP governance forms and degree of participation into formal state administration mechanisms for each community;
- (vii) assessment of physical and non-physical impacts caused by each subproject affecting IPs;
- (viii) identification of the number of IPDPs to be prepared.

16. Data and information collected through the IPIA will be included as background information in the IPDPs. The IPDPs will be prepared for specific communities and will detail the measures to be adopted to satisfy the socio-cultural needs of these communities in the compensation of LAR and other impacts and in the establishment of sub-project preparation and implementation mechanisms.

17. IPIA information gathering will be carried out by teams composed by local governments' personnel and local NGOs and will be supervised by the international and local social development specialist included in the project consultants' team. The IPDPs will be written by the international social development specialist of the consultants team with support from a local social development specialist familiar with the local IP groups or, when possible, an IP member him/her self.

18. The IPDPs will be integrated as a specific section into a stand-alone document together with the relative Land Acquisition and Resettlement Action Plans (LARAP). The IPDPs will have to be approved by the PMO and ADB prior to their implementation.

## **7. ORGANIZATION AND RESPONSIBILITIES**

18. Overall responsibility for the preparation and the implementation of Project programs and for ensuring that Project benefits will be extended to eventual IP communities, rests on DGA and the PMO. The PMO will ensure that the PIUs at district and sub-district level will implement project tasks relative to IP stakeholders in consonance with the provisions of this IPPF and of the specific IPDPs. In implementing these plans and specific actions, assistance from NGOs and CBOs will be obtained in order to ensure that IP interests are adequately considered and compensated.

19. PMO and PIUs will also conduct regular monitoring and incorporate an assessment of progress in IPDP implementation in the quarterly project reports and in the conduct of midterm and end-of- Project evaluation. To assure that IPs are represented in the CBOs at the local level

and Project services and activities could be accessed by them on a regular and sustained basis. Independent bodies (e.g., NGOs) will conduct evaluation activities to assess the extent of IP participation and involvement in Project activities.

20. Data collection and participatory planning activities will be carried out under supervision of the project consultants by local government personnel or NGOs including substantial IP staff.

## **8. IPDP PREPARATION PLAN**

20. In all relevant districts detailed IP preparation activities will initiate as part of general detailed design tasks after the establishment of the local PMO, IP preparation will be carried out in accordance to the following work plan:

- i. NGO that will carry out participatory planning activities is hired;
- ii. PMO and consultants establish an action plan detailing the IP tasks to be assigned to local governments, NGO and project consultants;
- iii. NGO carries district-wide consultations to support the definition of community subprojects;
- iv. community subprojects are identified;
- v. IPIA data-gathering is carried out in each targeted IP community through anthropological analysis, workshops, interviews and focus groups involving IPs across gender and age boundaries and traditional leaders;
- vi. IPDPs integrating IPIA data and detailing specific compensation and project implementation measures are prepared for each community project;
- vii. IPDPs are approved by PMO and ADB;
- viii. IPDPs provisions are integrated into the technical design of each community project;
- ix. IPDPs are translated in Bahasa or, if deemed necessary, local languages and distributed to the correspondent communities;
- x. IPDPs in English are disclosed on the ADB website;
- xi. IPDPs are implemented, and the task is internally and externally monitored;
- xii. civil works begin;
- xiii. NGO will carry out an independent evaluation of the IP programs for the Project to be submitted to PMO and ADB.

## **9. DISCLOSURE, MONITORING AND EVALUATION**

25. This IPPF in Bahasa Indonesia will be distributed to all concerned IP communities. Its version in English will be disclosed on the ADB website after it is endorsed by the Project's executing agency. Specific IPDPs in Bahasa will be made available to the IP beneficiaries of the Project and their translations in English will be disclosed on the ADB website prior to contract signing.

26. The PMO will monitor Project implementation quarterly and will include a section detailing Project activities targeting IPs and IP degree of satisfaction. The findings of the internal monitoring reports will be reviewed annually by an external monitoring agency (EMA) to be hired under the project. EMA reports will be compiled and submitted to the PMO and ADB semi-annually. At the end of the Project the EMA will prepare a final evaluation report on IP satisfaction also to be submitted to PMO and ADB.

**APPENDIX A**  
**ETHNICITY, DEMOGRAPHY, RELIGION AND MAIN IP ACTION NEEDED IN PROJECT DISTRICTS (Based on District SAs)**

<b>District</b>	<b>Ethnicity</b>	<b>Demography</b>	<b>Religion</b>	<b>General situation</b>	<b>IP action required</b>
OKI, S. Sumatra	Javanese/ Melayu/ Lainnya Komerling, Musi Banyuasin	920,401 55,373 380	96% Muslims	Prevalence of first/ second generation migrants. Strong specific Identities have dissolved because of intermarriage. Population well adapted to mainstream rural culture national administration processes and market production patterns. Local lingua franca is Bahasa.	NO IP ACTION NEEDED. Albeit with a combination of local and migrant ethnic groups the District is well integrated along mainstream national features.
Langkat, N. Sumatra	Mostly Batak Nias (migrants)	N/A	87% Muslim	Prevalence of local Batak from different Batak groups which have heavily intermarried. Population well adapted to mainstream rural culture, national administration processes, and market production patterns. Local language Batak. Bahasa Indonesia well understood.	SOME IP ACTION NEEDED: Bataks are well integrated in the National milieu. Due-diligence review will be done to determine if for some Batak or Nias communities this is not the case.
West Lampung, Lampung	Javanese, Sundanese, Banten, Melayu, Peminggir, Pepanduan, Abung Dunga Mayang		96% Muslim	Strong specific Identities have dissolved because of intermarriage and influx of migrants (33%). Population well adapted to mainstream rural culture, national administration processes, and market production patterns. Local lingua franca is Bahasa.	NO IP ACTION NEEDED: Albeit with a combination of local and migrant ethnic groups the District is well integrated along mainstream national features.
Karawang, W. Java	Sundanese, Banten, Betawi Javanese, Chinese	N/A	99% Muslim	All ethnic groups are fully immersed in mainstream rural culture, national administration processes, and market production patterns. Prevalent language Sundanese with Bahasa Indonesia well understood by everyone	NO IP ACTION NEEDED: All groups are well integrated in the national milieu. Demographic data will be gathered during detailed planning.
Sumedang, W. Java	Sundanese Javanese, Banten, Betawi, Cirebon, Chinese, Batak, Minakabau	937,293 27,855 2.452	99% Muslim	All ethnic groups including Batak and Minakabau are fully immersed in mainstream rural culture, national administration processes, and market production patterns. Prevalent language Sundanese with Bahasa Indonesia well understood by everyone.	NO IP ACTION NEEDED: All groups are well integrated in the national milieu.
Kapuas Hulu, W. Kalimantan	Various Dayak groups Javanese/Madurese/China/ Malayu	86,810 6.191	Prevalent Muslim	Most of the local population IP though a certain degree of adaptation (especially in towns) to mainstream culture, national administration processes, and market production patterns has occurred. Local languages still prevalent though Bahasa is understood as a lingua franca.	IP ACTION FULLY NEEDED. Once subprojects are identified IPIA will be carried out and IPDPs will be prepared.
Buton, S/E Sulawesi	Laki, Mallio, Muana, Buton, Moronee, Wononi, Kalisu	N/A	98.8% Muslim	Originally classifiable as IP, most of the local population maintains strong identities but has apparently adapted to mainstream culture, national administration processes, and market production patterns. Local languages used in in-group communication and Bahasa used as lingua franca.	IP ACTION FULLY NEEDED: Once subprojects are identified IPIA will be carried out and IPDPs will be prepared.