

Coral Reef Rehabilitation and Management Project Phase II Indonesia

Indigenous Peoples Development Plan (IPDP) Framework

A. Background and Context

1. Indonesia consists of a multiple number of different ethnic groups, varying in size and in regional distribution. In the Project sites, for example, the Batak ethnic group predominates in the province of North Sumatra, the Minang ethnic group predominates in the West Sumatra area, and the Malay ethnic group predominates in the province of Riau. Among the various ethnic groups found in the Project sites, the Suku Mentawai people of the Mentawai islands can be characterized as most fitting of the description of indigenous peoples/ethnic minorities on the basis of the characteristics they display.¹ The Suku Mentawai people make up 80% of the total population of the Mentawai islands, currently estimated at approximately 60,987 persons. Immigrant populations make up the remaining 20%, which include the ethnic groups of Minang, Batak, Nias, and Ambon. The district of Mentawai consists of four main islands, viz., Siberut, Sipora, Pagai Utara and Pagai Selatan. Specific delineated areas of the island of Siberut are designated as national conservation park areas.

2. Although some Suku Mentawai people are located in small settlements along the major rivers or close to the coastal areas, they commute back and forth between dwellings in the settlement and dwellings located on ancestral land, where they raise pigs and pursue a variety of horticultural activities. Fishing is a livelihood activity undertaken by Suku Mentawai women. The immigrant population resides primarily on the island of Sipora in coastal areas and centers of economic activity (sub-district towns). Village structures of the Suku Mentawai people consist of clusters of different *uma*. An *uma* consists of 5 - 10 families in common residence within a large group of dwellings also called *uma*. The *uma* follow a patrilineal lineage but do not follow a strict form of political hierarchy or social stratification.

3. Even though to date, there are Indonesian laws that address, in part, indigenous peoples, such as Article 33 of the *1945 Constitution (UU45)*, the *Basic Agrarian Law No.5/1960*, *Law No.39/1999 on Human Rights*, *Law No.22/1999 on Regional Governments*, and Article 67 of *Law No.41/1998 on Forestry*, a law that holistically and specifically addresses indigenous/ethnic peoples is still lacking. In consequence, regional policies on indigenous peoples are often only partial in approach.²

4. Religious/spiritual laws of the Suku Mentawai, called the *Punen*, can be described as an ethical code system, covering the totality of sociocultural customs and codes, in order to protect and regulate the society and involving behavior patterns.³ Sacred places holding high spiritual value for the Suku Mentawai exist in the inner part of the island but none on the coastal areas.

¹ The two significant characteristics include (i) descent from population groups present in a given area, most often before modern states or territories were created or borders defined, and (ii) maintenance of cultural and social identities, and social, cultural, economic and political traditions and institutions distinct from the dominant or mainstream societies and cultures.

² The local government of the District of Mentawai views the natural forest ecosystem of the Mentawai islands as an integral element necessary for the livelihood of the indigenous Suku Mentawai people and, as such, ensures their access to them.

³ Meyers, K. Local Customs as the Platform for Sustainable Development. Discussion Paper developed for a Workshop under RETA 5953: Ethnic Minorities and Poverty Reduction.

5. The Project will ensure that indigenous peoples will be consulted on activity development, and will be able to fully participate and obtain benefits from the planning and implementation of agreed activities for community empowerment, particularly for the establishment of required basic services. Customary ecological knowledge and management as well as indigenous technical systems will be used to the extent possible and, thus, provide positive impact on implementation of Project activities. Since the patrilineal structure and the patrilocal rule of residence of the Suku Mentawai dictate that only male descendants can own land and have possessions in the *uma*, the Project will try to reduce the current discrepancy between genders by paying special attention to gender issues and focus on the empowerment of women within the existing sociocultural structures. The emphasis is not on trying to instantaneously modify the traditional gender structure, but rather, to stimulate the society to gradually change the roles and responsibilities of women in the family, *uma*, and overall society.

6. The Project is aware of past unsuccessful approaches and development projects conducted by both the government and development organizations, such as the 1990-1993 PKMT⁴ (Isolated People's Prosperity Development) project administered by the Ministry of Social Affairs and will ensure that negative impact on indigenous peoples is minimized and mitigated.

B. Objectives

7. In order to ensure that the Project is consistent with the ADB policy on indigenous peoples, the approach will be people-centered, will strengthen collective decision-making, and will be culturally appropriate, gender-sensitive, environment-friendly, and scientifically sound. The aim of the strategy is to ensure mutual trust and sustainable cooperation between the indigenous communities and the Project.

C. Strategy for Participation, Consultation, and Grievance Redress

8. The Project will ensure that measures to ensure consultation and participation of indigenous peoples are proposed and that procedures for grievance redress will be in place and functioning. The following checklist will be adopted and pertinent information collected.

- (i) Conduct participatory rapid appraisal (PRA) to collect baseline data. Participatory methods will be used during the situation analysis, which will be conducted in close cooperation with the local community.
- (ii) Assess IP institutions, including village political and organizational structures, lineage and type of rule within residence, hierarchy and social stratification, decision-making process, and traditional rule and law enforcement mechanisms.
- (iii) Formulate and conduct training programs for village motivators.
- (iv) Define indicators for monitoring and assessing social impacts.
- (v) Develop a reference group of IP leaders/representatives.
- (vi) Formulate standard operating procedures (SOP) for grievance redress.
- (vii) Establish ready resource assistance for IP.
- (viii) Together with IP leaders, formulate and conduct Project social preparation and community organization for IP communities, based on acceptable organizational

⁴ *Proyek Kesejahteraan Masyarakat Tertinggal*. The reallocation was a two-phase project for the construction of over 100 'ward'-like huts. The Ministry of Social Affairs paid for construction materials, while the people who would occupy the dwellings supplied labor.

arrangements, to ensure social cohesion during the process of defining common interests, decisions and solutions.

- (ix) Include a gender-sensitive strategy focusing on the empowerment of women.
- (x) Initiate a database of indigenous technical skills and knowledge for resource management, particularly coastal resource management.

9. The purpose of the proposed measures is to ensure the integration of customary knowledge, particularly customary tools and methods, in Project activities, through continuous bottom-up communication, local feedback, and evaluation, which will allow an improved transfer of knowledge between the Project and the Suku Mentawai communities.

D. Institutional Arrangements

10. The Project will ensure that the regional PIU implements the IP framework through which the consultation and involvement of the Suku Mentawai people is emphasized. It will also ensure that NGOs, together with the target communities, are responsible for the screening, planning, management, and monitoring of the IP framework.

E. Budget and Financing

11. Measures for planning and budgeting the IP framework will be obtained from the budget allocated for the development of the Village Development Plan since the IP framework is viewed as part of the Village Development Plan itself.

F. Monitoring and Evaluation

12. Independent monitoring and evaluation, particularly of the participation and involvement of indigenous peoples in Project activities, will be conducted by the NGOs.

G. Implementation Schedule

13. The Project will ensure that sufficient resources will be available for IP screening, IP framework preparation, and implementation during the course of loan implementation.

Supplementary Appendix H, Annex 1

[Report and Recommendation of the President \(RRP: INO 32176\)](#)