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Stage I Report. Transmigration Pilot Project



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Phase II Studies, Phase IIIA Studies and Technical Assistance for Transmigration  
Settlement Development - Transmigration Pilot Project - Spontaneous Transmigration

GOVERNMENT OF INDONESIA  
MINISTRY OF TRANSMIGRATION  
DIRECTORATE GENERAL OF SETTLEMENT PREPARATION

MEC  
[1984]

DIREKTORAT BINA PROGRAM

PHASE II STUDIES , PHASE IIIA STUDIES  
AND TECHNICAL ASSISTANCE FOR  
TRANSMIGRATION SETTLEMENT DEVELOPMENT

TRANSMIGRATION PILOT PROJECT  
SPONTANEOUS TRANSMIGRATION DEVELOPMENT  
STAGE I REPORT



SOUTHERN SUMATRA  
TRANSMIGRATION DEVELOPMENT

HALCROW FOX AND ASSOCIATES in association with  
INDULEXCO - PARAMA CONSORTIUM

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1. INTRODUCTION

1.1 BACKGROUND

This report is one of three prepared at the request of Direktorat Bina Program at the end of August 1984 (Ref: 1249/DJ-8-2/84). Discussion were held between Halcrow Fox and Associates with Indulexco Parama Consortium and the Central Advisory Group and the Project Coordinator to establish Terms of Reference and a proposal for additional staff required and costs that would be incurred which were not included in the original contract. The letter to proceed was received on the 25th September 1984 (Ref: 1617/DJ-B/84). The general Terms of Reference applying to all three studies were that draft reports for Stage 1 of the proposed studies should be prepared within one month of agreement being reached between the client and consultants.

Stage 1 of the studies are aimed at providing theoretical studies which will indicate the feasibility of the proposed approaches to transmigration development and, where possible, to apply the concepts to specific sites where detailed feasibility studies could be carried out for a pilot project containing up to 500 families.

In discussions with the client, the emphasis of the Spontaneous Transmigration Study was altered so as to put more stress on the identification of motivation for transmigrants to move to an area so as to help identify potential areas within Sumatera Selatan which could be reserved for "spontans". This was seen as an essential step towards a sub regional study which was an alternative option for the work at Stage II rather than a pilot project feasibility study.

This report draws heavily on existing studies, most of which draw very tentative conclusions from very limited field data. There was no time for original research and so the conclusions must be considered qualified.

The consultants wish to thank J. Hardjono who supplied the original english versions of many of the papers quoted, including much of her own work.

1.2 SUMMARY

The Main Report is divided into four parts. The first part attempts to provide a definition of a spontaneous transmigrant and looks at the definition from how, in effect, it is defined by the Government and then how it might be defined from a purely linguistic point of view. This section also identifies the main motivation for spontaneous transmigration as:

- the desire to improve their standard of living
- the availability of land for a presently landless peasant
- the request from existing transmigrants for additional labour to open-up their land
- employment opportunities identified by the spontaneous transmigrants as a result of development.

The second part argues that the Government should encourage spontaneous transmigration. It argues that spontaneous transmigration aids the overall government policy to develop the outer islands - it can do this by helping to maximise the energy of the people in their development efforts. Secondly it would help the poorest of the poor improve their standard of living.

The second half of this section identifies four problems:

- problems with obtaining rights to land
- problems of losing rights to land in disputes with local inhabitants
- problems of having to be self-sufficient from the beginning
- problems of wasted efforts in periods of difficulty for example drought, pest damage to crops etc. if no protection or support is provided by Government offices.

The third part starts by defining spontaneous transmigrants as those who would transmigrate regardless of Government assistance. It then looks at general policy changes that should be considered to improve the lot of the "spontans", such as:

- allowing spontaneous transmigrant to settle on free or unused land within transmigration areas (the sisipan system)
- planning for smaller initial holdings by umum transmigrants but phasing second stage development to allow swakarsa transmigrants to



take up the optional land reserved for later development

- relaxing rules and regulations about land sales and subdivision
- "homesteading" or reserving areas of land for free development by spontaneous transmigrant
- encouraging logging operatives' employees to settle in logged areas
- participation by private and local government organisations
- encouraging the development of local small scale or cottage industries.

It recognises that the Ministry of Transmigration alone cannot implement all these policies, but suggest that it should be a lead agent for change.

It then looks at the recommended way the present programme could be altered to enable more areas to be provided for spontaneous transmigrants. It details the method and approach to planning such an area and compares the likely costs with the physical development of a full Transmigrasi Umum area. The main principles suggested are:

- allocating areas for the housing and village centre, village and access roads, controlled farming area and uncontrolled farming area
- clearing land only for village centre and main access and village roads
- phasing development of village centre facilities
- leaving transmigrants to clear their own land and paying them for this
- providing building materials at cost
- leaving the transmigrant to develop his own farming system
- improving organisational and administrative capacity of the local site offices
- the monitoring of any transmigration project developed using this system.

The final part of the report makes recommendations for future action, including :

- studies to identify suitable areas for spontaneous transmigration
- proposals for implementing the planning and development of a settlement of a spontaneous transmigration area.

It is recommended that the SFSE-82 Package B Programme should include

- a screening study for the identification of areas adjacent to existing transmigration sites suitable for development for spontaneous transmigrants
- a subregional plan to identify areas likely to attract spontaneous transmigrants
- the implementation of a spontaneous transmigration area as an integral part of a regular Phase III A study.

2. TOWARDS A DEFINITION OF SPONTANEOUS TRANSMIGRATION

2.1 THE GOVERNMENT DEFINITION

Article 4 of Government Regulation No. 42 of 1973 defines spontaneous transmigration (transmigrasi swakarsa) in terms of transmigration where the implementation costs are born by the individual or by others, but not by the Government. In practice this definition has been widely interpreted and the term has tended to be used to cover all other sorts of transmigration registered or recorded by the Government outside the "transmigrasi umum" programme, including even those moved as a result of natural disasters such as floods and volcanic disturbances.

Since 1973, therefore, the divide between spontaneous (swakarsa) and regular (umum) transmigrants has been unclear. The Direktorat Transmigrasi Swakarsa has stated that the present policy is to give the "spontan": transportation to the area; 0.25 ha. cleared site for housing with a half built house (rumah tumbuh), and; two hectares of cleared land for food crops, roads and community facilities. In addition he is given rice for one year and full assistance for 4 months.<sup>2</sup> Frequently the land is part of the regular (umum) transmigration site. The only difference in the level of assistance given to an "umum" transmigrant is that he is given more food, fertilizers, seeds and some training. However, even these differences have been eroded in the PIR Khusus schemes for spontaneous transmigrants, where tools and technical training are also provided.<sup>3</sup>

There are still some very large differences in the level of assistance given to spontaneous transmigrants; both between the different schemes as well as between "swakarsa" and "umum" transmigrants. Figures for 1981<sup>4</sup> showed a variation in government spending on three different types of transmigrasi swakarsa which ranged from Rp. 134,000/family for spontaneous transmigrants in PIR Khusus projects\*, Rp. 163,800/family for those TBB (Tanpa Bantuan Biaya) transmigrants who are not included in

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\* This figure is difficult to understand and clearly does not reflect the degree of assistance already mentioned above.



any regular programme to Rp. 1,667,900/family for DBB (Dengan Bantuan Biaya) transmigrants who receive assistance. This compares with \$ 10-15,000/family quoted for regular transmigrants.<sup>5</sup> Although the two sets of figures are not directly comparable as the latter includes the cost of international aid and loan programmes for planning, even if the cost per family is halved, it still represents a considerably higher level of investment than is available for the "spontan".

There are, however, many "spontan" (swakarsa murni) who are not included in any scheme but move to an area because they see or are informed of the opportunities to improve their standard of living either by developing the land or finding other forms of employment such as tradesmen, labourers, artisans or even teachers.

Based on a census data, figures suggest that between 1975 and 1980, of the 1.1 million transmigrants from Java to the Outer Islands, two thirds were spontaneous transmigrants. In Southern Sumatra, the proportion was even more dramatic, with an 81% coming from that group, though the figures for Sumsel Province were nearer the national average at 63%.<sup>6</sup>

The figure provided by the Direktorat Transmigrasi Swakarsa suggests that between 100,000 and 150,000 "swakarsa" families were included in the Pelita III transmigration programme.<sup>7</sup> If this represents some 30% of the total number of transmigrants in the total Transmigration Programme, the figures suggest that during the same period a further 700,000 spontaneous transmigrants were not assisted in any way by the Government or other recognised organisations.

## 2.2 THE MOTIVATION ELEMENT

From the forms of assistance available through the Government, the official definition for swakarsa transmigrants is wider than the term would suggest. While the majority of the "spontans" assisted in some form or other are self-motivated (swa), they have restricted freedom of choice. This is laid down in the Basic Transmigration Act of 1972 which states that transmigration policy is "...directed towards the implementation of unassisted transmigration in a regulated manner..". Another policy of the G.O.I. is to control shifting cultivation, a system of farming common in the Outer Islands and to Sumatra in parti-

cular but which the Government sees as being wasteful.<sup>8</sup> By determining the settlement areas for "spontans" it is thought that this practice can be limited and misplaced development efforts can be redirected in accordance with an overall development plan for the Region. The question that must be asked is whether by controlling or directing the efforts of the "spontans", the loss of choice will detract from the attractiveness and hence motivation of transmigrants.<sup>9</sup>

The motivation to transmigrate varies, but is generally a desire to improve the standard of living. J. Hardjono quotes Sinar Harapan which claimed that, in 1976, 38.2% of the 15.2 million rural households in Java owned no land and that 37.5% had less than half a hectare.<sup>10</sup>

Clearly, opportunities to own land and to produce sufficient food to support the family is a great incentive.

However, not all "spontans" move for that reason. Another reason is that regular transmigration families request assistance, especially in the early years of development of "umum" transmigration areas, from their original village to clear land, plant the seed and harvest the crop. A study of Baturaja illustrates this. In 1976, 406 families were settled. By 1978, 117 totally unassisted additional families had moved unofficially into the project area.<sup>11</sup>

A third reason is that the area offers employment or trading opportunities. Some opportunities come through transmigration or other development projects, such as the building of the Trans Sumatra highway. This has now extensive ribbon development along its length, some of the settlers having recognised the opportunities offered when involved in building the road. Other opportunities occur such as an example near Kayu Agung where one local transmigrant has established a prospering business selling simple farm tools, made from beaten car springs, having ascertained the need from the number of transmigrants who bought similar tools from him in Palembang, some 60 km away.

Other work opportunities arise because the area reaches a certain size, called by Gloria Davies "critical mass" where differentiation of jobs increase.<sup>12</sup> This provides opportunities for a wider range of trades and services. Many spontaneous transmigrants come for similar reasons but do not settle in an area which is an extension to either flourishing



transmigration areas or to other established townships. They choose sites near to roads which provide them with the opportunity to reach good markets and good services or provide a mobile clientele who use the road. The building or improvement of roads is well established as a major influence on regional population distribution.

If spontaneous transmigration is to be encouraged, then clearly these reasons must be accepted and the "spontan" given as much freedom as possible to make his choice, except where personal choice interferes with wider social objectives. The next section considers whether spontaneous transmigration as defined in it most unfettered manner should be encouraged.

### 3. THE CASE FOR SPONTANEOUS TRANSMIGRATION

It is not the intention of this paper to re-argue the "numbers question". It has been clearly stated many times that the formal "Transmigrasi Umum" programme cannot provide sufficient candidates alone for the Government to reach its five year targets. If this were the case for Pelita III, how much truer will it be for Pelita IV.<sup>13</sup>

It has long been the policy of the general transmigration programme to provide the momentum to development so that it becomes self generating. Hardjono quotes R. Soebiantoro<sup>14</sup> that "... the establishment of General Transmigration (Transmigrasi Umum) settlements with government finance is aimed at the formation of "beach-heads" as centres of attraction that can later draw a flow of unassisted transmigrants". In practice, however, it would seem that the secondary growth role of the transmigrasi swakarsa has been distorted and instead, they have been seen as providing a means of cheap transmigration, being expected to carry out the same pioneer work of opening up areas but without the support available to the "umum" transmigrant. Often when they have fulfilled the secondary growth role, they have been provided with insufficient support to encourage their permanent settlement. Few planned areas make provision for second stage growth. Land is often not available and that which is available is given to regular transmigrants. It is most common for "transmigrasi swakarsa murni" (totally unassisted transmigrants not registered by the Department) to make their own arrangements by either settling in outlying areas with the agreement of the local "marga" or purchasing the "adat" rights from the indigenous population. The only assistance they receive is the right to use the schools and health facilities of the adjacent transmigration area.

#### 3.1 THE JUSTIFICATION

Apart from the numbers argument, the question must be asked why should spontaneous transmigrants be helped. P. Guinness in his study of Transmigration in South Kalimantan and South Sulawesi<sup>15</sup>, points out that the majority of transmigrants are poorer than the average rural family. In the areas he studied 30% of spontaneous transmigrants head of

households had no land and of those that had land (39%) "had very little and were not able to support their families from that land, even when it was well irrigated rice land". While it is often believed that spontaneous transmigrants are richer than the average transmigrant, Guinness' comparison of spontaneous and regular transmigrants would suggest that this is not the case and that if anything they are poorer. So the first argument is that spontaneous transmigrants are from the poorest of the poor.

Despite this level of poverty, spontaneous transmigrants tend to invest more in their new areas.<sup>16</sup> By investing more, the spontaneous transmigrant not only makes fewer demands on Government assistance but also confirms his commitment to the move. This confirmed commitment provides the third reason why spontaneous transmigrants should be encouraged, for they appear more productive.<sup>17</sup>

Other characteristics of the spontaneous transmigrant suggest that he is often better educated and more willing to integrate with the local indigenous population.<sup>18</sup> The latter is most important as the number of transmigrants increase and the amount of land virgin of any prior claims and suitable for transmigration settlement becomes less. Likewise, being better educated they will be a resource in any community where the abilities to read and write are limited.\*

### 3.2 THE PROBLEMS

Although the data is limited it would seem that spontaneous transmigrants should be assisted for both moral (i.e. that he is usually one of the poorest of the poor) as well as practical (i.e. he invests more, is more highly motivated, harder working, better educated and more likely to integrate with the local community) reasons.

The problems he faces at present are that he is given no recognition

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\* While ability to read is a necessary criteria for a spontaneous to partake in the Transmigrasi Swakarsa PIR Khusus schemes, J. Hardjono suggests that little or no attempt was made to select for the old spontaneous programme so in the past. It is unlikely that many changes will have occurred since then.



and hence no rights to land except what he can purchase himself (sometimes "illegally" from "umum" transmigrants wishing to leave the area) either inside or outside formal transmigration development areas.

Secondly, those that settle informally outside recognised transmigration areas are more likely to have their efforts negated by counter claims over adat rights for land.<sup>19</sup> The record of judgements by local officials on these counter claims suggest that the spontaneous transmigrant is unlikely to receive much support.<sup>20</sup>

The only possible advantages that the pure spontaneous transmigrant has is that he is able to choose within the limitation of existing land holders or land users, his own area for development and determine his own method of farming.

Also, once recognised as having some rights to the land which he may obtain by the purchase of adat rights or in agreement with the villagers, he can qualify for assistance through Bimas which is not available to regular (umum) transmigrants who, until taken over by the local authority, cannot qualify.

A third problem is that the spontaneous transmigrant must be self supporting immediately. To do this, he must often find work which leaves him little time to develop his own plot and so become more independent. However, the evidence already quoted suggests that his greater motivation may compensate for this to a large extent.

Lastly, because of the lack of support and recognition, those spontaneous transmigrants that have problems, either losing their crop because of drought or flood or by the action of wild pig and elephant, receive little help and so are more likely to give up and return from whence they came. In such cases their efforts could be totally wasted, whereas in umum transmigration areas the food assistance is often extended in cases where the transmigrants are having such difficulties.

From the Government point of view this would be a loss for it would detract from the efforts of the Government to implement its policy of opening up and developing the resources of the Outer Islands.

The next section, therefore, looks at various ways the Government may be able to help spontaneous transmigrants to realise their ambitions and so help achieve this policy.

#### 4. APPROACHES TO PLANNING FOR SPONTANEOUS TRANSMIGRANTS

##### 4.1 DEFINITIONS

It can be argued that there is no distinction in the definition of a spontaneous transmigrant and a regular transmigrant, for both are meant to be voluntary.\* The alternative distinction between spontaneous and regular could be that while the latter goes through the National Transmigration Programme, the former is totally unaided. As has been shown in the earlier part of this report, this is not true as it is now the policy of the Government to try and "pick up" spontaneous transmigrants and to offer them some, though usually much less, assistance. It is probably most useful to think of spontaneous transmigrants as those that would transmigrate regardless of any assistance that may be available. This is a very broad definition and may include a large number of families who join the regular programme. But the implications of this definition are that it affects national policy which needs to identify the ways and means the Government can help those so motivated. This section attempts to do this by first looking at general policy proposals and then by considering some detailed proposals for immediate implementation.

##### 4.2 GENERAL POLICIES

J. Hardjono has outlined a range of general policies which seem to cover the types of policy which could be developed or are worthy of further exploration.<sup>21</sup>

###### a) The Sisipan System

Since the 1970s most transmigration areas have some spare land within their areas which, at present, tends to be used to fit in additional regular (umum) transmigrants to reach the national transmigration target figures. The land has also been used to locate indigenous

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\* It has been argued by H.W. Arndt (1983) and others that not all regular (umum) transmigrants are voluntary, but more often this is a matter of degree.



people. It is suggested by Hardjono that there be no reason why "the reserve land will not be retained for swakarsa transmigrants" especially as ten percent of the project land is to be left for local people under Presidential Decree No. 1 of 1978.

Indeed the present standard model for the Transmigration 3 programme includes not only 0.25 ha for the "umum" transmigrants houselot and 1.0 ha of first arable, but also 2.25 ha additional for either tree crops or for some other use. Labour availability estimated for a young, new transmigrant family is approx. 400 man/days while labour demands to fully work the full 1.0 ha of first arable land and the 0.25 ha of houselot is over 500 man/days. This shortfall has resulted in much of the land lying undeveloped for many years. The problem is compounded because assistance in the form of seedlings and technical advice is not available to bring this land under cultivation. There are also some questions now as to whether the transmigrant is entitled, under law, to more than 2 ha. A basic policy change, therefore, would be to provide the new transmigrant initially with only 0.75 ha of first arable in addition to his houselot, but to also provide additional land which could be used for a phased development of the settlement. This would take the form of reserving a balance of land with a slope of less than 8% for either additional houselots or further arable crops. This land could be made available to the extended family spontaneous transmigrant. Likewise, the present 2 ha of second arable or tree crop would only be allocated to those who show an ability to utilise it. This would be done by allowing any transmigrant family a maximum of 3.25 ha in total, but title would be withheld until continuous productive use could be demonstrated on all of the initial 0.75 ha holdings. Recent SSTD estimates calculate that the money equivalent value of the produce from such a holding is over Rp 1 m per year.

A variation of this idea is to re-examine those projects already planned and to withhold the 2.25 ha at present identified for second arable tree crops and to allow them to be allocated to either members of the extended families of the original settlers or other spontaneous transmigrants. Although this may mean that only land suitable for tree crops is available for such transmigrants, it would be reasonable to expect that the "second wave" transmigrant would have less need to be self reliant in food crops if they settled in an area which is already

established. The release of the second arable/tree crop area for this "second wave" could, therefore, be timed to enable the really industrious umum transmigrant to have first option. It would be advisable, therefore, if this system of re-allocating unused second arable holdings were delayed till a period of five years had elapsed from the time the original umum transmigrants settled in the area.

b) Relaxation of Land Sales and Subdivision Regulations

In order to protect transmigration areas being abused by transmigrants wishing to make a quick capital gain, strict rules have been introduced concerning land titles. No transmigrant can legally subdivide his holding, nor can he sell it within a period of ten years of receiving his title. A second policy change could be to relax these regulations. If transmigration development is to be a means of opening up land and forming a nucleus or "growth pole" for development, upon which future development would concentrate, these regulations tend to freeze the natural process. Either the initial houseplot given to the original transmigrants could be larger, say 0.5 ha, allowing him to use it in the early years to provide a larger portion of his food requirements but later to be sub-divided for members of his immediate or extended family or, the area used for first arable could be freed for other uses after a limited period of time.

These policies would have various consequences. If the regulations are simply relaxed so that the standard 0.25 ha houseplots can be subdivided, there is a danger densities would be increased to an unacceptable level with the extra risks to the health of the settlers.

If the areas are planned with larger houseplots, the cost of development will increase as village roads will be longer. Hence a large portion of the initial development would effectively be underutilised until second stage development takes place. Also as the location of community facilities will be more removed from their users, so the "social" costs are increased. If the first arable land is to be used for houseplots, then little additional cost would be involved for the Government outside the costs incurred in any village development which expands over time and requires additional roads and social and community facilities.

Another advantage of the idea of relaxing the rules on the sale and subdivision of land could be that it would provide a means of enabling the transmigrant to develop the secondary holdings, either by providing



them with the capital required from the sale of some of their land or the additional labour. If the spontaneous transmigrant who benefits is unable to produce the capital for outright purchase, he could repay the assumed loan or rent through payment in kind, in labour. This system reflects the present practice of many spontaneous transmigrants who supplement their resources by finding employment.

c) Homesteading

Penny and Singarimbun<sup>22</sup> have suggested a system of "homesteading" where a tract of land is reserved for occupation by whoever wishes to settle "permanently" in the area. Clearly the Government would have to be involved in choosing areas which for one reason or another might be attractive to potential settlers; for example, areas near to planned major road developments or other such projects or land which has some real potential for farming. It would also need to be involved in resolving outstanding claims to the land, either adat claims, old forestry claims or mineral exploration rights. Some mechanism would have to be established whereby participants could register their arrival and stake their claim. Eventually some title should be given. From the land use efficiency point of view, this system is not the most effective. If the area does flourish, it is likely that settlement patterns would be very irregular and the eventual provision of the necessary infrastructure and community facilities would be more costly, not only because they would be extended but because it may be necessary to compensate the settlers for the land rights-of-way for roads, public utilities and community facilities. A variation of this idea would be to subdivide the land before hand, but to leave the development to the individual settlers, thereby ensuring a certain amount of the area is set aside for roads and community facilities.

d) Logging Based Settlements

A fourth approach is to facilitate and encourage workers in the logging industry to settle and develop land "from which timber has already been removed - though measures would have to be taken to ensure they did not encroach upon land where felling had not commenced" (Hardjono 1980). The approach suggested would be to identify land which has already been heavily logged and which is not of prime importance to the environmental

conservation of the area. This land should be near to other areas already being logged which could provide a source of employment to the transmigrants in their early years. Areas of limited production forest would usually be excluded from such a scheme as they tend to be adjacent to environmentally sensitive areas such as conservation forest at the headwaters of rivers or near game reserves.

One other advantage of this approach is that not only does the logging activity provide immediate employment, it usually develops a basic road network and it is a source of timber often left for various reasons by the logging concessionaire which could be used by the transmigrant to build his house.

The main problem is getting the agreement of the Ministry of Forestry to change the classification of some areas and for the HPH (concession holder) to relinquish any rights he has to the land.

e) Participation by Private and Local Government Organisation

A fifth suggestion, made by Hardjono is "the participation of private bodies ... in accordance with the stipulations of the Basic Transmigration Act which allows the establishment of transmigration projects by non-governmental organisations ...". However, as she points out, if the help is limited to transportation and accommodation costs very little will be achieved. What is needed is assistance in getting a guaranteed right to land.

An alternative is for the joint cooperation of local authorities, with the "exporting" local authority working with a "recipient" authority, identifying the transmigrant and providing, say, their transport while the recipient local authority clears outstanding land ownership problems and guarantees each family rights to the land he develops.

All these suggestions suggest more emphasis being put on protecting the rights of spontaneous transmigrants and freeing them from regulations, which, while designed to control abuses, tend often to hinder the natural process of development. While it is appreciated that the rights of indigenous people to land being developed needs to be protected, there are cases where land apparently abandoned by local residents has been reworked by spontaneous transmigrants only to be reclaimed once its potential is recognised by the original users or their families. It is



not easy to see how this problem can be resolved while a two tier system of land rights exist, both the formal Basic Agrarian Law and the old adat system (hak ulayat). One possibility would be to set a distance or specific use limit on such rights being automatically protected. Land more than five kilometres from the village would not receive the protection afforded by Regulation No. 15/1975 of Dalam Negeri which requires compensation be paid to the holder of the adat rights if taken over for a Government project. Conversely land either currently being worked or planted with fruit trees or rubber less than 30 years old would continue to be protected.

Secondly, to facilitate the land titling for spontaneous transmigrants the local officers of Departemen Agraria should have a section responsible for recording such land claims. These claims should be convertible into full title after a certain number of years continuous activity.

f) Economic Development Programme

It has clearly been demonstrated that the majority of spontaneous transmigrants, because they are there with little or no support from the Government need to find employment while they are beginning to clear and develop the land. Some of this employment is available if they are helping the extended family. Another source is logging.

A third source is the development of later stages of the transmigration area's development. However, these sources may not be adequate.

Encouragement needs to be given to the development of local small scale or cottage industries, such as the production of simple farm tools or the development of local products such as basket making, pottery, doors, window frames or furniture. If these products are to have a wider market it is essential that the road access be improved and maintained. While road maintenance is a good case for the "gotong royong", it is infrequently used. The projects need a budget to cover road maintenance. This, again, could provide a source of employment for spontaneous transmigrants.

To develop the industrial capacity and hence the employment potential in off-farm activities at an early stage of the project will require a deliberate policy towards providing small scale loans at subsidised rates of interest. As Banks are reluctant to become involved both because of the administrative costs and poor returns as well as the

high default risks, it is recommended that the G.O.I. develop their rural development banks (BRI) and assist them cover their costs and risks as well as helping them with purchasing vehicles to provide mobile banking facilities for these areas. This will mean extending the existing Kredit Umum Pedesaan programme and encouraging local savings capability.\*

#### 4.3 RECOMMENDED APPROACH

From the above general policy considerations, the question of the acceptability of the "spontan" as a legitimate contributor to the national policy of increasing the rate of development of the Outer Islands is of prime importance. This seems to be most easily achievable by giving him security of tenure and removing prohibitions to his rapid assimilation into the community. Some of the suggested policies go outside the generally acceptable area of responsibility of the Departemen Transmigrasi. In no way does that invalidate them, but it cannot be expected that action will be immediately forthcoming.

The most practicable ways by which the Departemen Transmigrasi could help in the short term are to provide additional opportunities either within their existing areas, such as: giving priority to the extended family members or others who have come to assist the first formal settlers open up and develop their land, to any free land within the site; or, planning for additional settlers. This could take the form of reserving the area of one SP for spontaneous transmigrants who wish to settle in the vicinity. Hence, in a standard SKP, three SPs would be developed and settled and one reserved for spontaneous transmigration settlement.

##### 4.3.1 Constraints

The next question is how can this area, or in the case of existing transmigration areas, adjacent areas, be planned for spontaneous transmigration.

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\* For a way this may be done, see Jabotabek Project WP No.2 on the extension of the arisan system for developing small scale loans prepared by Clifford Culpin and Partners for Dir.Tata Kota and Tata Daerah, Cipta Karya, DPU 1982.



The limitations to planning such an area are:

- a) the degree of planning must be sufficient to ensure efficient use of resources, e.g. land, and yet not be so prohibitive that it limits initiative or counteracts the motivation of the "spontan".
- b) the degree of development must be sufficient to ease the entry of the transmigrant into the settlement, yet should not tie up funds for an extended period of time.
- c) how to improve the recruitment system for settlers or to identify potential settlers. This will require some changes in the present method in practice by the Direktorat Transmigrasi Swakarsa.
- d) the location of suitable sites to maximise the possibility of employment for the spontaneous transmigrant. Employment opportunities related to site development will need to be maximised and where employment opportunities are limited, alternative forms of additional assistance will be required.

#### 4.3.2 The Physical Structure

There are various types of areas where a spontaneous transmigration settlement may be developed: as an integral part of a regular SKP developed for transmigrants; in an area adjacent to an existing SKP; in an area adjacent to an existing settlement which is not a formal transmigration area; in an area near to ongoing or proposed major development such as roads or industrial complexes and; in an area already partially settled by indigenous population and spontaneous transmigrants. In all these, the basic concepts of physical development and land use could be similar..

If areas are to be reserved for spontaneous transmigrants, a decision must be made about the degree and form of any physical planning and development that must take place.

- The key elements are the need to maximise efficiency yet not destroy the initiative of the "spontan". It is proposed, therefore, that while the housing area be planned, the agricultural areas would not. This will ensure that the basic infrastructure is either in place or the rights of way reserved prior to settlement. This will guarantee efficiency in the most costly parts of development namely the infrastructure and yet still enabling the settler freedom of choice in what land he will use for agriculture (if any) and allowing him to choose his own method of farming.



To protect against abuses in the use of this farming area, a system of recording the area to be used by the transmigrant will have to be established which will protect his rights to that land and eventually lead to a formal title. No farmer will be refused the right to farm an area not recorded as being used by an existing settler, but the transmigrant will have rights to any area or groups of areas of upto two hectares only. If he wishes to extend his farm, he may, but he will not receive any permanent rights to it. It is debatable whether he should be allowed to swap or change the location of his land in an exchange system, but it is the opinion of the consultants that he should even if this were to risk encouraging the development of shifting cultivation. Shifting cultivation has been identified as the natural way and sometimes most economic way of farming on some of the poorer soils of Sumatra. However, the main problem of shifting cultivation lies less in the practice than in the way the land is frozen; once having been developed by one person the land tends to remain for his family in perpetuity under Adat Law.

This model of development is conceived as a dynamic model, so it is seen that as more settlers move into the area cultivation patterns will stabilise. However, the flexibility allowed for in this approach enables the new settler to opt for a shifting cultivation system initially which will enable him to maximise his output with the minimum cost inputs at a time when he is in most need of help.

It is recognised that the random development of an area may lead to a less efficient use of the potential farm land. However, it is believed that some land at present not considered suitable for farming, such as poorly drained areas or areas of more than 8% slope will be used by these farmers. Consequently the spontaneous transmigrant farmer is expected to make more complete use of the land and hence be more efficient. This is expected to make up for any loss resulting from irregular plot shapes.

To build in further flexibility, additional land outside the immediate village will be identified as open, uncontrolled farming development. No permanent rights to the land will be granted in this area, but the land will be secure for the user for the period it is under active cultivation. Eventually this land could be used as an overflow area for the settlement.

In diagrammatic form, the shape of development would be as in Figure 1. The central planned area would consist of the area reserved for community facilities and 0.25 ha houselots. The controlled farming area would contain sufficient land for each transmigrant family to have 2 ha of land and the uncontrolled area would contain another 1 ha per family.

The basic criteria for evaluating the suitability of the site for the different uses would vary slightly from the standard ToR and guidelines for Phase II and Phase IIIA. Areas reserved for houselots and community facilities would remain to be judged by the same slope, flooding and relationship (i.e. whether contiguous or not) criteria.

The controlled farming area would consist of an area of 2 hectares per household but only 50% would need to be with a slope of less than 8%.

The remaining part could have slopes up to 15%. The uncontrolled farming area would all have to fall in areas with slopes of less than 15%.

Soil considerations would have to satisfy the existing criteria for suitability for arable or tree crops in the controlled farming area. Variations may be possible in certain areas dependent on the soil types and rainfall characteristics. However in Sumsel Province with its predominantly red yellow podsollic soils, these criteria would need to be observed. Further work is required before any variation should be considered.

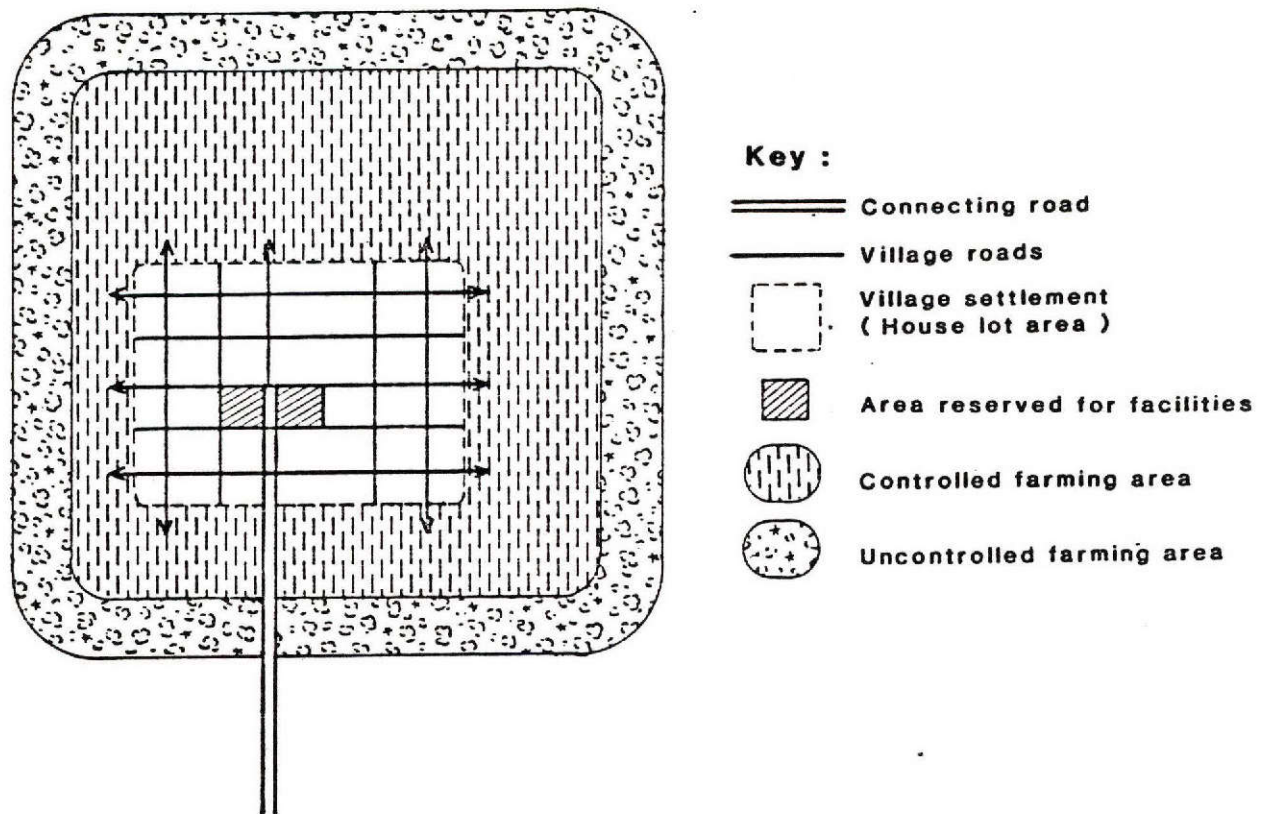
The relationship between the controlled and uncontrolled farming land and the village settlement area would not need to be so strictly observed. However 50% of all the controlled farming area would need to be within 2 km of the houselots and the rest within 5 km. The uncontrolled farming area should be within 7 km.

Water availability should be estimated and a system of water provision proposed. Groundwater, if considered the main source should be reliably available all the year including a 1 in 5 year drought period at a depth of less than 20 metres. This will enable handpumps to be used.

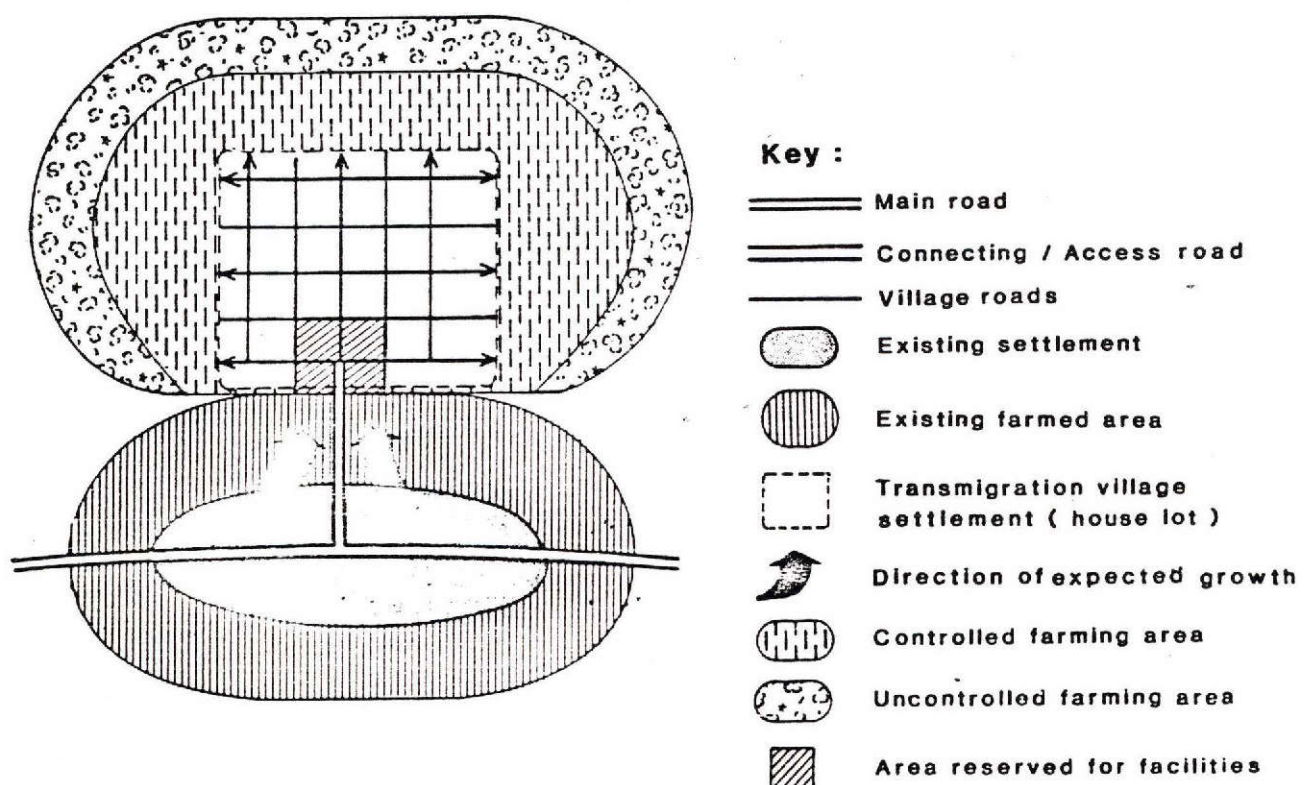
No farm system will need to be prepared, though rainfall and soil characteristics should be suitable so that rainfed arable cropping is possible.



**Figure 1 : Model for Development of Standard Swakarsa Transmigration SP**



**Figure 2 : Model for Development of Swakarsa Transmigration SP Adjacent to Existing Settlement**





#### 4.3.3 The Degree of Development and the Form of Assistance

The next question is to what extent would the area be developed.

It is important to decide how the spontaneous transmigration area is likely to develop in relation to the development of the existing "transmigrasi umum" areas or other development that has attracted the "swakarsa" transmigrant.

In a standard transmigration area it is proposed that one SP area be reserved for spontaneous transmigrants. No development would take place for the first two years. The reason for this is that the magnetic influence of a transmigration area is likely to be stronger once the "umum" transmigrants have settled and reported back to their home villages the opportunities available. For those informal transmigrants from the extended family who come with the first transmigrants or shortly after they arrive, the practice is usually for them to live with their relatives helping clear the land. Their demand for plots follows a few years later when they too marry and have families and are looking for a place of their own.

The earlier the spontaneous transmigrant is directed to the site, the greater the help he will require. A failing of much of the official Transmigrasi Swakarsa programme has been that spontaneous transmigrants have been expected to undertake the same pioneering work as "umum" transmigrants without the same level of assistance.

The area would be developed by first clearing the village centre and building the connecting and village roads. Once the village centre has been cleared and the plans agreed a complex would be developed on cleared land including temporary accommodation and administrative office space for the local project officer.

House lots would not be cleared as this would be done by the spontan himself for which he would be paid. He would also be able to sell unsawn timber if available to a small mill also established in the area. This mill would provide wooden planks for the construction of the houses. Corrugated iron for roofing and other building materials would be purchased by the transmigrant from the Project office at cost. The spontan would have the right to use the temporary accommodation for a period of six months while he clears his houselot and constructs his house.

No clearing would be done by the Project of the farm areas. This would

be done by the transmigrant. He would not receive any payment for this work. He would, however, receive the basic set of tools given to regular transmigrants.

The development of the village centre would be phased, but the area would be cleared in the first year and the first school, health facilities, village hall and the temporary dormitory accommodation would be provided in the first year.

The area used by the transmigrant as temporary accommodation would eventually be converted into the market. The construction of a mosque or other religious buildings, village head's house, fertiliser and grain stores and a second school and kindergarden would be provided over the following four years.\* A time limit of five years would be put on the provision of temporary accommodation by which time the community will have established itself and be able to offer such accommodation to any newcomers.

A number of communal deep or shallow wells would also be dug by the Project at the temporary accommodation site and other community facilities as they are built to provide water for the new settlers prior to their own development of wells and other sources of water.

For Transmigrasi Swakarsa areas planned outside the immediate area or as an extension to Transmigrasi Umum areas, the planning of the area should take into account the existing level of community facilities available. It is recommended that this is one way the local authorities could be more closely involved in the Transmigration Programme. Not only would the recipient authority provide the land but it would cooperate with the Departemen Transmigrasi in the planning of the area. In principle, the system and shape of development would remain the same (see Figure 2) though it is recommended, where possible that temporary accommodation be provided in or very near to adjacent settlements. This should diminish the need for provisional arrangements for water as well as possibly offering greater opportunities for temporary employment. For the local community, a shortage of adequate community facilities could be put right by the construction of schools, health centres, market etc. as part of the development of the new settlement. The siting of such

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\* This is reflected in the phased costing of development suggested in Section 4.4, Table 5.



facilities would be most important. Also, in an area where there are no such facilities or a shortage of them, they could be built earlier so giving some positive sign of the real benefits of cooperation with the Transmigration Programme.

Organisational arrangements would vary between those sites which are without existing indigenous or spontaneous settlers and those that need to plan round such settlements. Although most of the preceeding aspects are common to all, special arrangements would have to be made where a spontaneous transmigration settlement scheme included many existing settlers. It is recommended that for these areas the amount of disturbance is minimised. Only those settlers whose land fell within the proposed village area would need to be compensated and this could take the form of the provision of a house lot and house supplied free of charge, as well as compensation for crops and trees. The area affected would be left "out of bounds" for new settlers for the first two years after the basic infrastructure is constructed to enable the affected family to use the produce of his land while he develops an alternative farm area. For those outside the village, existing areas under cultivation would be recognised and respected, though the settler would be encouraged to take a plot in the village for his house and would only receive title under the Basic Agraria Law to two hectares.

#### 4.3.4 Organisational Arrangements

##### a) Recruitment

The present system of recruiting swakarsa transmigrant is that the potential spontan or spontans report to the Kecamatan office that they wish to transmigrate. This is referred onto the local Transmigration office in the Kabupaten who forward this request or a group of requests from the area to the Direktorat Transmigrasi Swakarsa. They, in their turn have been informed by the project officers of different Transmigration Projects of unused Transmigration places in various developments. The Direktorat Transmigrasi Swakarsa tries to match the supply and demand taking into account the origins of the original transmigrants. This system could be continued for the special swakarsa developments, though it would not be the only system used. The spontan should be able to apply directly at the site. He would have to supply evidence of his place of origin, for example his I.D. Card, and should satisfy the

office that he is not, at present, a beneficiary of an existing transmigration area. The Direktorat Transmigrasi Swakarsa could be used to help in this process through the Transmigration offices at provincial and kabupaten level. No delay would result as the direct applicant would be given a place subject to verification by the office. The responsibility for verification would ultimately rest with the Department of Transmigration.

Various improvements could be made in the present system. P. Guinness has recommended assistance be given to existing Transmigrants to advertise the opportunities by providing a free postal service for letters back home.<sup>23</sup> Clearly greater information is required. Local offices should be provided with a list of possible areas, their location and a description of the local conditions, types of family and origin of existing transmigrants.

b) Site Administration.

Guinness<sup>24</sup> also suggests that the local Project office needs upgrading and that Project Officers in Field offices should be given more status and better prospects. This would seem essential, especially as the field office will be responsible, in addition to its usual duties, of running the temporary accommodation, allocating house lots, registering and mapping farming area claims and managing the purchase and resale of building materials.

c) Dinas Agraria.

Dinas Agraria will be responsible for eventually giving titles to the recognised land claims. It is recommended that a special section be set up in the Kabupaten office to deal with spontaneous transmigrant land claims to help speed up this process.

d) Departemen Pertanian.

The support given "umum" transmigrants in the form of seeds, fertilisers and extension services fall under different "dinas" within Departemen Pertanian. Their responsibilities need to be more clearly spelled out. Discussions with the Sumsel provincial office of Perkebunan suggests that information about the needs of transmigrants was completely inadequate. Likewise the Department of Transmigration seems badly informed about the resources available, such as the live stock programme. The various departments involved need to have a complete understanding of what is needed and what is available. If this cannot be improved there is little point in suggesting that these services and opportunities be extended to the spontaneous transmigrant.



e) Bappeda, Provincial Level.

If suitable sites are to be identified for special swakarsa transmigration area in whatever form, the Bappeda at Provincial Level must have a clear idea of what land has been committed to what projects. At present most of the major development projects are funded through the central government agencies. The Bappeda only have a chance to comment on the DIP for the following year. As many projects are committed before these are put forward, the Provincial authorities have little opportunity to influence such projects. It must be obligatory on all Bappeda's to have detailed land use plans from all government departments indicating projects proposed, planned and committed or developed. These should be revised annually and be subject to change after discussions with the Bappeda.

f) Kabupaten.

The income of the Kabupaten is very limited. Most of the development that takes place is funded either through the central government or through the Province. However, the Kabupaten is important in recommending projects to the Provincial Governor and ensuring that land tenure problems are resolved. Also the Kabupatens prepare "pola umum" or general development plans. It is important that the Kabupaten Bappeda (Bappemka) be kept informed of Transmigration proposals and that the planning of extensions to existing settlements for transmigrants be approved by the Kabupaten. If the Transmigration area development is to provide the schools, health centres and other community facilities, this will clearly affect the distribution of resources within the area as a whole.

g) Monitoring.

It is recommended that a special section be set up within Direktorat Bina Program to be responsible for monitoring planned spontaneous transmigration areas. This should look at such questions as: the rate of development; the sources of income available and its size; land use including amount of land cleared and land developed per family; family size and structure to see whether the spontaneous transmigrant like the regular transmigrant uses the extended family labour network and; cost of development. These data should be analysed and will provide some useful information to help evaluate the effectiveness of the different approaches to spontaneous transmigrants.

#### 4.4 COSTS

To gauge the relative costs of the "umum" transmigration area and the cost of the "swakarsa" transmigration area, approximate costs have been used based on the experience of SSTD in Muara Beliti III/E. Costs have been based on full development costs, but exclude the costs of assistance given to the transmigrant in the form of transport to the site, food assistance, tools, seeds, fertilisers and technical advice. It also excludes the planning and setting-out costs. All these costs should be less for the "swakarsa" transmigrant. It is not expected that the spontaneous transmigrant will receive transport to the site, food assistance or agricultural help. He will, however, receive tools and some assistance towards his housing costs in the form of building materials being supplied at cost. No attempt has been made to measure this. Table 1 shows the basic site development costs for a standard (umum) transmigration area. Table 2 shows the equivalent costs for a spontaneous (swakarsa) transmigration area. For the latter, it is assumed that the costs for the access roads and the additional costs associated with the development of the SKP centre can be proportionately charged against all the transmigrants. Hence the cost of a spontaneous transmigration village development includes a quarter of the total cost, on the assumption that the SKP consists of 4 villages of 500 kk/village.



Table 1

UNIT COSTS - STANDARD SKP OF 2000 KK

		Unit Cost Rp	No of Units	Total Cost Rp
Roads:	Main Access/Village Roads	25m/km	20 km	500m
	Village Roads	9m/km	40 km	360m
	Farm Tracks	2m/km	100 km	200m
Land Clearance:	Non-commercial Timber Areas (50%)	353,000/ha	2000 ha*	706m
	Commercial Timber Areas (50%)	928,000/ha	2000 ha	1856m
Community Facilities:	SP Centres	251.25m/SP	4	1005m
	Water Supply	223,000/well	100	22.3m
	SKP Centre (additional)	246m/SKP	1	246m
	Water Supply	223,000/well	88	20m
Housing:	Housing	840,000/kk	2000	1680m
	Water Supply	134,000/kk	2000	268m
TOTAL COSTS				Rp 6,863.3m
COSTS/KK				Rp. 3.43m

\* Assumes 2 ha cleared per KK, usually 1.5 ha

*phys only*

Table 2

UNIT COSTS - TRANSMIGRASI SWAKARSA SP OF 500 KK

		Total Cost Rp
Roads:	Main Access/Village Roads $\frac{1}{2}$ standard cost	125m
	Village Roads $\frac{1}{2}$ standard cost	90m
Land Clearance:	Houselots 125 ha @ Rp 200,000/ha	25m
	SP Centres 12 ha* @ Rp 640,500/ha <sup>#</sup>	7.7m
	Share of SKP Centre Clearance Costs 1.26 ha <sup>+</sup> @ Rp 640,500/ha <sup>#</sup>	0.8m
Community Facilities:	SP Centres Rp 260,000/SP <sup>+</sup>	260m
	Water Supply 25 wells @ Rp 223,000/well	5.58m
	Share of SKP Centre, additional cost	62.75m
<hr/>		
TOTAL COST		Rp 576.83m
COST/KK		Rp 1.15m

Notes:

- \* Assumes area cleared includes 20% wastage
- # Assumes average cost of clearance includes average amounts of Non-Commercial and Commercial Timber clearance costs.
- + Higher than for a standard SP because of the need to provide temporary accommodation for 4 - 5 years.


As can be seen, the cost per family of the physical development of a spontaneous transmigration village is approximately one third that of a standard transmigration village.

The timing of development is assumed to take place over a 5 year period. The initial development would include the main access and village roads, the clearance of the SP centres and the construction of some of the community facilities with communal wells. The total costs per year is given below. These figures should be treated with caution. They include a temporary dormitory built on the market site, which will later be converted into a market and shops. Table 3 gives the approximate yearly costs, excluding costs associated with the construction of the shared facilities in the SKP centre.



Table 3

YEARLY DEVELOPMENT COSTS OF SPONTANEOUS TRANSMIGRATION AREA

Year	No. of KK	Cost (Rp m)
1	50	335.12
2	100	20.79
3	150	22.17
4	150	96.35
5	50	38.50
		
TOTAL		Rp 512.93m*

\* Differences to figures in Tables 2 and 3 due to rounding errors.

Also costs related to share of SKP development costs excluded.

The next four years will include the gradual development of the community facilities as they are required, such that the second primary school would be constructed in year 4 and the market in year 5 and so on.

## 5. CONCLUSION AND RECOMMENDATIONS

### 5.1 GENERAL

From the study carried out it is clear that there is much follow up work which needs to be done. Further studies are recommended which would be used to guide the future policy of the Ministry of Transmigration and other GoI ministries affected. Secondly, further studies need to be carried out to identify sites which potentially would be both attractive to spontaneous transmigrants and which could be made available to them. Thirdly, there are studies which could be implemented to test the suitability of the proposed approach in areas already identified in other studies as being suitable. Fourthly there are recommendations for the improvement of the capacity of the local project offices.

More specifically it is recommended that the following studies be carried out:

- a) A Study of Government and Ministerial policy and practices as they effect spontaneous transmigration. This study would be carried out by a consultancy team appointed by the Ministry of Transmigration under the Secretary General, but would report to a steering committee with representatives amongst others of the Direktorat Transmigrasi Swakarsa, the Planning Bureau, Direktorat Bina Program and C.A.G. This study could use this Stage 1 Report as a basis for its work and should produce a report with detailed policy proposals. The Team would consist of people with experience of the Transmigration programme and include an economist, agronomist, a sociologist, an organisations expert and an expert in Indonesian land law. The study should take between 6 to 9 months.
- b) A screening study of land adjacent to existing Transmigration areas in Sumsel which may be suitable for spontaneous or second generation transmigration development. This study would take about three months and require easy access to all existing aerial photography. It would require the services of an experienced senior soil scientist, a regional planner and a sociologist. The sociologist would be responsible for identifying "demand indicators" within the existing transmigration areas, such as the population age structure, the pressure of extended family members and the incomes of the existing residents.



- c) A sub regional planning study of Sumsel Province which is aimed at identifying those areas likely to be or become attractive to transmigrants either because of employment opportunities, or good access to markets or land quality. This study would provide a list of areas, their sizes, their relative potential and capacity (taking into account the number of existing residents in the area and land area, its general suitability/availability). The study would be run by a Regional Planner and his assistant with inputs from a soils scientist, hydrologist and economist. The study would draw heavily on the Regional Context study being undertaken for the present Phase IIIA work, but would require an additional planning and economic input. If this is to be undertaken by SSTD some changes will be required in the present staffing (see 5.2.2.).
- d) A modified Phase IIIA study which includes one SP reserved for spontaneous and second generation transmigrants. This study would be carried out as part of the regular programme for Phase IIIA but using modified ToR, as already suggested in section 4.3 of this report.
- c) A monitoring project of the first spontaneous transmigration areas planned. This study should be set up with the assistance of consultants with a thorough knowledge of monitoring and evaluation of projects but would be run by a special unit within the Ministry. The unit would include sociologists, economists and agronomists. The consultant does not feel able to identify where this unit should be placed but believes it would be most useful if under the Director General for Settlement Preparation. Also it is recommended that the unit should report regularly making recommendations in the way the programme can be modified either in planning preparation or implementation. It is the consultants experience that such a unit will be more readily accepted if seen as a management tool rather than an impartial judge.

In addition of these studies it is strongly recommended that the Project site officers be upgraded, especially for those involved with providing land for spontaneous transmigrants. The Project Officer should have the same status as the SFSE 82 Project Officers. Generous allowances should also be provided and assistance with housing and transport received. Project Officers should have limited tours of duty and be guaranteed a headquarters based position of at least equivalent status on their return. Additional bonuses should be made available the longer the person remains in the field. Regular opportunities for home leave should be given. It is the consultants belief that only by providing such incentives will the right calibre of Project Officer be available.

## 5.2 STUDIES WITHIN SFSE - 82

Of the studies recommended, it is believed that three are possible, within the SFSE 82 programme, namely: the screening study; the sub-regional planning study, and; the modified Phase IIIA study. This section develops the ideas further and outlines additional or modified staff inputs required.

### 5.2.1 Modified Terms of Reference

- a) Screening Study of Land Adjacent to Existing Transmigration Areas.  
The consultant will, with the help of the Regional Advisor and Bina Program identify the locations of all the transmigration projects within Sumsel which have already been developed. Using 1:100,000 or larger scale photography where available the consultants will identify areas which could contain one SP of up 500 families based on the revised land take expected using the model of development proposed in Section 4.3 above which is adjacent to and can be connected with an existing transmigration area. This study will consider existing land use, but will not automatically reject the area for that reason unless the consultants believe land utilisation is already reaching maximum use. The area considered suitable must not be divided from the existing area by major physical boundaries such as rivers. Where such areas are identified, the consultant will visit the existing transmigration area and interviews with Project officers, local village heads and members of the community, establish whether there is a demand for further extended growth of the area. This will include a study of population and age structure to project second generation needs; a measure of "unofficial" transmigrants in the area, providing labour; employment opportunities in the area, and; income levels and attitudes of the existing residents. The report prepared will include: a list of areas; maps indicating their location; a brief description of the land use/land form for each area; the likely demand for additional areas, and; recommended timing of any proposed development.
- b) Sub Regional Study.  
This will be an extension of the work done by the existing Phase IIIA Team on the Regional Planning context. It would, initially, concentrate on the whole of Propinsi Sumatera Selatan. Its main emphasis will be on



future and ongoing development trends and proposals.

It will start by reviewing national, regional and local development proposals for the province, using as a basis plans, proposals and studies prepared for central government departments as well as the Bappeda Propinsi and the "pola umums" prepared by the Kabupatens. From these studies it will identify:

- areas in which directly generated employment opportunities are expected,
- areas adjacent to roads, rail, river etc. which are likely to provide good access to markets for agricultural products, and;
- those areas where growth or development is likely to create a demand for services which might be met by the spontaneous transmigrant.

Having identified the potentially attractive areas, an area would be chosen, in discussion with Bina Program, for closer study.

The aim of this area study would be to identify more specifically, potential locations for spontaneous transmigration areas. These studies would include: where photography was available, preliminary screening studies of suitable sites; discussions with the Forestry Department on the possibility of changing the Forest Status if necessary; confirmation that the Projects proposed by other Government agencies will proceed, then status and timing; the likely demand for labour and the source of its supply, in cases of directly related employment; the relationship between the potential sites and the markets for produce grown there hence establishing likely returns to farmers, taking into account transport costs in addition to other farm inputs, and; land rights predominant in the area and any other rights such as mineral exploration rights. During this study, various models for development will need to be evolved. These will be theoretical and used to calculate land take requirements. In cases where the main source of employment is off-farm, land requirements will be much less than in areas where the attraction is the accessibility to potential markets for agricultural produce. It will help determine the suitability of whatever land may be made available.

A further consideration will be the relationship between the potential size (in population terms) of the proposed settlement and the need for community and social facilities. It will be necessary, therefore, for the consultants to gather data on each settlement in the study area both its size, growth rate and the availability of community and social

facilities.

Discussions will be held with the Bappeda of Sumsel to gauge their reaction and to identify further problems which will need to be resolved a decision which will need to be made by the local authorities before the chosen areas are finalised.

The report will identify the areas thought suitable, their location, potential capacity in terms of numbers of households, the proposed "model" for development, and any special considerations which will need further examination at Phase II or Phase IIIA.

c) Spontaneous Transmigration Settlement as part of standard SKP.

The Phase II (screening) study would vary very little from a standard Phase II study. The main difference would be in the preliminary structure plan. This would follow the recommendations made in section 4.3 of this report, namely that the area for house lots and village centre would have to fulfill the same criteria as for a standard SP while the controlled farming area would be an area within 5 km of the house lots, 50% of which is within 2 km and 50% would be on land with slopes of less than 8%, the rest being of slopes 15% or less. The uncontrolled farming area would be within 7 km of the house lots area. All the land in this area would have slopes of 15% or less. Areas subject to regular flood risk would be excluded. A provisional alignment of main access road to the village would be proposed. Although no farm model would need to be prepared, the soil characteristics must be such that a standard wetland arable model would be feasible. The hydrological data must also be compatible with this model.

Areas within the controlled and uncontrolled farming area which, if farmed, could cause serious environmental damage will be identified. Information about the availability of water supply would be similar to a standard Phase II study.

For the Phase IIIA, the Terms of Reference would remain basically unaltered with the following exceptions:

- ° 250 m rentis line slope investigations will only be used to cover area for house lots and village centre
- ° Spot heighting would only be done as for standard Phase IIIA on control traverse and, where needed, for ground water investigations
- ° Slope data would be collected at a density of 4 readings per hectare
- ° No contour map would be prepared
- ° Land claims within the area designated for household and village



centre would be defined and plotted, wherever possible

- ° Socio economic and agricultural survey of local farming systems and land right practices would be gathered as part of the Phase IIIA work for the whole study area
- ° Recommendations will be made for the implementation, including form and timing of land compensation/substitution arrangements, controlled farm area registration system, uncontrolled farming rights and the system of supplying house building materials
- ° Basic outline for system of monitoring project implementation.

The report will follow the standard Phase III A report format with changes to accommodate the above variations in the ToR.

#### 5.2.2 Staffing

The staffing requirements for a Stage 2 Pilot Study is given in the attached table.

Whilst every effort will be made to utilize the existing SSTD staff already mobilized there are certain factors:

- the need to complete Stage 2 of all or most of the three Pilot Studies by April/May 1985
- the need to maintain the current work programme of the ongoing Phase II and Phase III A studies.

To ensure these two factors are accommodated it will be necessary to first - examine the manpower and timing needs all three Stage 2 Pilot Studies together within the time frame required  
secondly - examine these needs in relation to the work load and equipment requirements of the existing team in relation to their ongoing Phase II and Phase III A studies.

After these exercises have been undertaken it will be possible to make proposals to Bipram in regard to additional staff rights required and additional reimbursible costs.

Table 5.1: Staff Requirement for Pilot Projects (Preliminary)

STUDY	POSITION	PERIOD (MAN/ MONTHS)		COMMENTS
		HFA	IPC	
a) Screening Study	1 Senior Soils Scientist 2 Sociologists 1 Cartographer Support Staff (drawing office)	3 2.5 3	2.5 9	Although available in the Team, their total involvement would severely disrupt the ongoing programme of Phase II and Phase III A studies
b) Sub Regional Study	2 Regional Planners 2 Economists 1 Senior Soil Scientist 2 Agriculturalists 1 Cartographer Support Staff (drawing office)	7 1.5 1.5 1 2	7 1.5 1 4	Problem of overcommitment New staff Problem of overcommitment Problem of overcommitment Problem of overcommitment Problem of overcommitment
c) Phase IIIA Study	Standard Phase IIIA Team 2 Sociologists  1 Organisational Specialist	* 2  1	* 2	* No specific inputs suggested Will require some extension of existing specialists  New Staff
General	Office Staff			It should be noted that the additional reports, if being produced at the same term as the regular work programme could cause severe logistical problems with typists/secretaries.



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