

THE WORLD BANK GROUP ARCHIVES

PUBLIC DISCLOSURE AUTHORIZED

Folder Title: Transmigration Settlement Planning Project, Indonesia - Final Report - February - May 1983 - ID Hill - Land Resource Development Centre - INDON-08-2/82 - Januari 1983

Folder ID: 30095962

Series: Indonesia project and research reports (English)

Dates: 01/01/1983 - 01/31/1983

Fonds: Personal papers of Gloria Davis

ISAD Reference Code: WB IBRD/IDA DAVIS-11

Digitized: 04/28/2023

To cite materials from this archival folder, please follow the following format:
[Descriptive name of item], [Folder Title], Folder ID [Folder ID], ISAD(G) Reference Code [Reference Code], [Each Level Label as applicable], World Bank Group Archives, Washington, D.C., United States.

The records in this folder were created or received by The World Bank in the course of its business.

The records that were created by the staff of The World Bank are subject to the Bank's copyright.

Please refer to <http://www.worldbank.org/terms-of-use-earchives> for full copyright terms of use and disclaimers.



THE WORLD BANK

Washington, D.C.

© International Bank for Reconstruction and Development / International Development Association or

The World Bank

1818 H Street NW

Washington DC 20433

Telephone: 202-473-1000

Internet: www.worldbank.org

PUBLIC DISCLOSURE AUTHORIZED

Overseas Development Administration

Transmigration Settlement Planning Project, Indonesia

Final Report,
FEBRUARY — MAY 1983

I D HILL

DECLASSIFIED
WBG Archives

Transmigration Settlement Planning Project - Indonesia - Final Report - February - May
1983 - I D Hill - Land Resource Development Centre - INDON-08-2/82 - Januari 1983

Archives
The WBG Archives

A2011-001 Other #:

30096962

358824B



Land Resource Development Centre,
Tolworth Tower, Surbiton, Surrey,
England KT 6 7 DY

INDON—08—2/82

JANUARI 1983

**Transmigration Settlement Planning Project,
Indonesia**

**Final Report,
FEBRUARY — MAY 1983**

I D HILL

LIST OF CONTENTS

| | Page |
|--|------|
| 1. <u>INTRODUCTION</u> | |
| 1.1 Preface | 1 |
| 1.2 Acknowledgements | 1 |
| 2. ADMINISTRATION | |
| 2.1 Staffing | 2 |
| 2.2 Relationships within DITADA | 2 |
| 2.3 GOI Administrative Support | 5 |
| 2.4 Equipment | 5 |
| 2.5 Vehicles | 5 |
| 3. TECHNICAL ACTIVITIES | |
| 3.1 Terms of Reference | 6 |
| 3.2 Supervision of Consultants | 6 |
| 3.3 Preparation of TOR and Advisory Manual | 8 |
| 3.4 Future Phase II and Phase III Studies | 9 |
| 3.5 Other activities | 9 |
| 4. CONCLUSIONS | |
| 4.1 TRAPP in Relation to Transmigration | 11 |
| 4.2 TRAPP in Relation to DITADA | 13 |
| 4.3 Future Co-operation with DITADA | 14 |

1. INTRODUCTION

1.1 PREFACE

This is the final report in a series describing the work of a team of four advisers, working within the Directorate Tata Kota dan Tata Daerah (DITADA). The advisers, staff of the Land Resource Development Centre (LRDC) and the Directorate of Overseas Surveys (DOS), Overseas Development Administration (ODA) London, were provided under British bilateral aid arrangements and the project is referred to as the Transmigration Planning Project (TRAPP).

The team of four advisers assisted the Directorate with a range of activities associated with the selection and planning of transmigration settlements and has worked in an integrated manner with a group of advisers provided by Sir M. MacDonald and Partners (MMP), under contract to DITADA.

The activities undertaken by members of the ODA team have been described in quarterly reports published by LRDC and in monthly and quarterly reports submitted by MMP. A technical report on the work of the integrated team has been presented in the joint Advisory Group Final Report. The activities of the ODA staff are summarised in the present report, together with the most important conclusions and recommendations.

Plans for a continuation of the co-operation between DITADA and LRDC are also discussed : it is hoped that a team of five LRDC staff will continue to work within DITADA under different funding arrangements.

1.2 ACKNOWLEDGEMENTS

The members of the team and management of LRDC express their thanks to the Director and staff of DITADA for all the help received during the course of the project. Easy access to the Director and senior staff and the friendly co-operation of DITADA staff at all levels, are gratefully acknowledged as major contributions to the work of the TRAPP team. The support and co-operation of the MMP team is also gratefully acknowledged.

2. ADMINISTRATION

2.1 STAFFING

The original team of four advisers was to consist of a physical planner, a land use planner, an agricultural economist and a cartographer. It was subsequently agreed that the agricultural economist should be replaced by a second land use planner.

Staff are listed below :

| | |
|------------------------------------|-------------|
| Physical Planner / Team Leader | I.D. Hill |
| Land Use Planner / Land Classifier | J.R.D. Wall |
| Land Use Planner / Land Classifier | P. Thomas |
| Cartographer | P. Ellis |

Short term inputs were as follows :

| | |
|-------------------------------|---------------|
| Information Scientist | W. Posnett |
| Forester | T. Abell |
| Supervision Director LRDC | A.J. Smyth |
| Asst. Director LRDC | J.R. Dunsmore |
| Agricultural Adviser SEADD | P. Tuley |

Staff assignments in Indonesia are shown in Figure 1. The original agreement was for staff to be assigned for 18 months. It was subsequently agreed that staff should remain in Indonesia until March 1983; in fact, Thomas left in December to take up alternative employment and Hill's assignment was extended until 31st May.

Thus, for this project ODA funded staff for a total of 105 man-months in Indonesia.

2.2 RELATIONSHIPS WITHIN DITADA

The TRAPP team had direct access to the Director, Sub-Directors and staff of DITADA. The team worked in an integrated manner with advisers provided by Sir M. MacDonald and Partners (MMP) under contract to DITADA. The joint team formed an Advisory Group and the relationships of this Group within DITADA and to consultants working on the SFSE Programme (See Part 3) are shown in Figure 2.

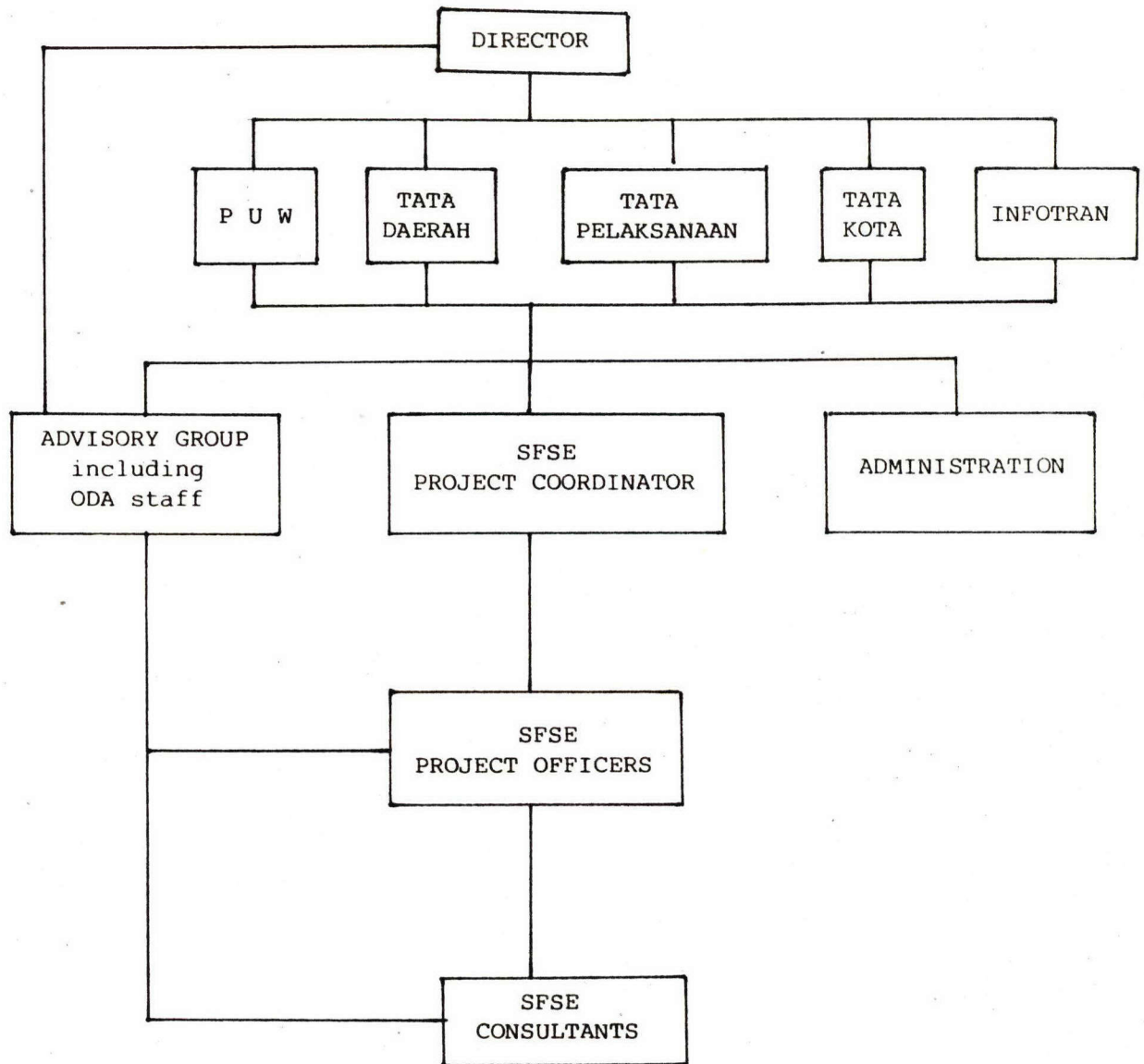
Figure 1. Staff assignment

| S T A F F | | 1980 | | | | | 1981 | | | | | 1982 | | | | | 1983 | | | | | | | | | | | | | | | | | | | |
|---------------|----------------------------------|-------------|---|---|---|---|------|---|---|---|---|------|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Name | Post | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J |
| I.D. Hill | Physical Planner/ Team Leader | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| J.R.D. Wall | Land Use Planner | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| P. Thomas | Land Use Planner | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| P. Ellis | Cartographer | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| W. Posnett | Information Scientist | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| T. Abell | Forester | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| SUPERVISION | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| A.J. Smyth | Director LRDC | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| J.R. Dunsmore | Asst. Director LRDC | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| P. Tuley | Agricultural Adviser SEADD | [Solid bar] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

[Solid bar] In Indonesia

[Hollow bar] Leave

FIGURE 2 The Advisory Group within DITADA



2.3 GOI ADMINISTRATIVE SUPPORT

The TRAPP team received all necessary administrative support through DITADA. Office accommodation was satisfactory and routine support services were provided by staff recruited under the MMP contract.

2.4 EQUIPMENT

All the equipment provided by ODA is in good condition and it is planned that this equipment will be used by the LRDC team assigned to the new programme of DITADA/LRDC Co-operative work (See Part 4).

2.5 VEHICLES

Four Land Rovers were provided by ODA for the TRAPP team. These remain in good working order. A fifth old Land Rover was made available to the TRAPP team by the British Embassy and this has been transferred to DITADA.

3. TECHNICAL ACTIVITIES

3.1 TERMS OF REFERENCE

The terms of reference for the advisers to be provided by ODA were as follows :

"The advisers requested will assist DITADA staff in developing and co-ordinating planning activities appropriate to the development of transmigration settlements. In addition, the advisers will assist in the supervision and direction of the work of the consultants undertaking planning and design studies. The individual advisers will be responsible for in particular:

(a) Rural Physical Planner (Team Leader)

To evaluate the outline and detailed designs provided by the field consultants as a framework for agricultural and social activities in proposed settlement areas.

(b) Land Classifier/Land Use Planner

To evaluate methods and results of soil, land-form and vegetation surveys undertaken by the field consultants during site identification and detailed design studies.

(c) Cartographer

To supervise the preparation of all mapping undertaken by field consultants to ensure standardisation and to assist DITADA with map reproduction, storage and publication techniques."

Thus the advisers were to assist DITADA staff with all activities involved in the selection and planning of transmigration settlements.

3.2 SUPERVISION OF CONSULTANTS

A large part of the work of the team involved assist DITADA with the supervision of consultants engaged to undertake planning studies. The supervision involved monitoring the progress of work, examination and discussion of work in the field and review and evaluation of reports and maps in both draft and final forms. In addition, advisers attempted

to ensure uniformity in the methods used and in the interpretation of data : to this end a series of Advisory Notes were prepared and circulated to consultants. The work of consultants can be considered under two main programmes SFSE and PAYP which are discussed below.

3.2.1 The SFSE Programme

Eleven foreign consultant firms and their Indonesian associates were contracted to investigate and plan 144 sites located throughout Indonesia. This programme was known as the Screening Feasibility Study and Detailed Engineering (SFSE) programme. The first consultants mobilised early in 1981 and the last reports were submitted early in 1983. Five consultants were requested to study 10 additional sites each as an extension to their original contracts : these additional sites were investigated between September 1982 and May 1983.

Consultants were required to make a rapid reconnaissance of all sites to assess the suitability for settlement development. This reconnaissance is referred to as Phase II of the planning process : Phase I, national regional planning was completed prior to consultants starting work (but see Part 4). Consultants were also required to make more detailed studies of some of the suitable sites and produce detailed plans as a basis for settlement construction and development. This more detailed work is referred to as Phase III of the planning process.

The results of all work undertaken in the SFSE programme are summarised in the Final Report of the joint Advisory Group and are not repeated here. It is sufficient to note that Phase II work was timely and effective in that consultants produced data that were appropriate to the level of decision making, that is, whether Phase III studies should be commissioned. It is also encouraging that sites not recommended for development have not been developed, even where this has caused difficulties for other agencies involved in transmigration. Phase III work was less satisfactory, as it did not prove possible to draw plans at a scale of 1:5 000, of sufficient accuracy to be used without further modification. This was mainly due to the difficulty of producing accurate contour maps at 1:5 000 scale in forested terrain. This has led to the revision of the Terms of Reference for future studies as discussed in Section 3.4.

3.2.2 The PAYP Programme

In 1981 consultants were recruited to undertake studies using simpler methods of investigation for a programme known as Plan-As-You-Proceed (PAYP). Some 89 sites were investigated during 1981-1982, mainly by teams recruited from the Institut Teknologi Bandung (ITB) and the Universitas Gadjah Mada (UGM). The ODA Advisers assisted DITADA with defining terms of reference for the PAYP programme and with training teams to undertake the work, but had only a limited involvement in monitoring and evaluation of the studies. Despite the ad hoc implications of the title, PAYP methods when used properly, provided a useful means of rapidly investigating sites and producing outline plans for development.

3.3 PREPARATION OF TOR AND ADVISORY MANUAL

Based on the experience gained during both the SFSE and PAYP programmes revisions were made to the terms of reference (TOR) for future planning studies. The Phase II TOR remained almost the same and the changes made have been to ensure a better distribution of observations and a more systematic collection of existing data particularly on the status of the forest.

The TOR for Phase III have been changed and are divided into Phase IIIA, activities leading to a structure plan prior to land clearing and Phase IIIB, detailed planning subsequent to land clearing. At Phase IIIA topographic survey is restricted to that required to produce a 1:20 000 scale map with limited heighting information : detailed 1:5 000 contoured mapping is no longer required. A structure plan is produced at 1:20 000 scale showing land allocation for various uses in blocks for 30-50 families. Road surveys have been simplified but other activities remain similar but more emphasis is given to forestry and agricultural development plans.

The Phase IIIB involves detailed survey and planning within cleared areas.

An Advisory Manual has been prepared to accompany the TOR. The Manual is an expansion of a series of Advisory Notes prepared in 1980-1981 and presents background information and the rationale for the requirements

of the TOR. It also presents guidelines for the interpretation of data, in an attempt to ensure uniformity between consultants.

The TOR and Manual have been prepared in English, but have been translated into Indonesian by TRAPP staff with the assistance of DITADA.

3.4 FUTURE PHASE II AND PHASE IIIA STUDIES

During 1982 discussions were held between the Government of Indonesia and the World Bank about the need for a continuation of the SFSE programme. It was agreed that loan funds could be made available and advisers assisted DITADA in drawing up and costing a programme of planning studies to be done during 1983-1985. A loan, known as Transmigration III (Trans III) was agreed and consultant firms invited to submit proposals for work in ten different contract packages. Advisers assisted DITADA with the evaluation of 42 different technical proposals but were not concerned with financial proposals. Nine consultants were invited to negotiate contracts. All nine consultants have completed negotiations, though none of the contracts have been formally approved. No consultant was selected in one contract package but invitations to submit or resubmit proposals for this package are likely to be extended soon.

The ten packages of work will involve the study of 238 sites at the Phase II level and 151 sites at the Phase IIIA level. The work is to be completed within a period of two years.

3.5 OTHER ACTIVITIES

3.5.1 Information science

Assistance with the reorganisation of information systems within DITADA was requested in 1981. W. Posnett, Head of the LRDC Information service made two visits in October 1981 and September 1982. He made recommendations for the reorganisation of the DITADA library and documentation services and assisted with the design of library facilities in the new DITADA building. These are presently being implemented. The design of a data management system was dealt with separately by another short term adviser from MMP.

3.5.2 Training and manpower development

In September 1981 a discussion paper was prepared on training and manpower needs for DITADA during 1982-1987. This was the basis for discussion with World Bank staff considering overall training needs of DPU and is presently being further developed by an Indonesian consultant firm.

The TRAPP team assisted with direct training of a large number of students at ITB in November 1981. Two DITADA staff went to Britain for post-graduate training funded from ODA training awards.

4. CONCLUSIONS

Conclusions to be drawn from the work of the team can be conveniently considered in relation to the transmigration programme as a whole, in relation to DITADA and in relation to the future.

4.1 TRAPP IN RELATION TO TRANSMIGRATION

The TRAPP team have been primarily concerned with planning for transmigration and these activities have been discussed in Part 3. It is worth emphasising that involvement at this early stage of transmigration development is extremely important. Site selection in particular affects the future success of settlement development : provided a suitable site is chosen settlers have a reasonable chance of secure long term development. If on the other hand the site chosen is unsuitable then it does not matter how sophisticated the planning or how high the levels of inputs, successful development will always be difficult.

In the course of the TRAPP involvement with planning for transmigration certain factors that affect development of settlements throughout Indonesia have been identified and are discussed briefly below.

4.1.1 Land availability

Availability of land for settlement development has been difficult to determine due to conflicting claims by different government agencies and due to traditional rights in areas of shifting cultivation. The first can be resolved by co-ordination of agency plans, the second is more difficult as it often involves large social problems, even in sparsely cultivated areas.

4.1.2 Soil fertility

All consultants were unanimous about the very low fertility of all the soils investigated for settlement development. The soils can be only regarded as marginally suitable for rainfed arable cropping as the high levels of management and massive inputs of fertiliser required will be difficult to supply : large investments both nationally and by the individual farmer will also be required. Low soil fertility must therefore be considered a major constraint to successful development of transmigration settlements.

4.1.3 The farm model

The SFSE-80 programme was mainly aimed at the selection and planning of settlements based on the 'standard' farm model, that is, a holding of 3.5ha with 0.25ha for a houselot and 1.0ha suitable for rainfed arable cropping. It is policy to only develop land of less than 8% slope for arable cropping, whilst wetland requiring major drainage structures is not considered for development under the transmigration programme. Many sites investigated were not recommended as suitable for the 'standard' farm model due mainly to steep slopes or swampy conditions. Greater flexibility in the choice of farm model would allow a more complete development of settlement areas and this is now recognised, as 'Non-standard' settlements are under consideration. However, it is important that even in 'Non-standard' settlements the transmigrants are able to feed themselves. It is also important that the implications of non-standard developments are appreciated by other agencies as there is little point in preparing plans for 'non-standard' development if contracts for site preparation are based on the requirements of 'standard' settlements.

4.1.4 Water supply

Investigation of water supply is difficult during short term studies as undertaken at Phase II and Phase III. If assumptions about the availability of shallow groundwater are mistaken, settlers may experience considerable hardship. Alternatives to shallow groundwater such as roof water collection are expensive and investigations of deep groundwater are time consuming and are seldom meaningful in the restricted area of a settlement. A series of regional studies of groundwater and surface water availability are urgently required with a pumped water supply a priority investment for areas without shallow groundwater.

4.1.5 Institutional arrangements

Co-ordination of activities between the multitude of Government institutions involved in the transmigration programme has been a major problem, despite the work of co-ordinating bodies such as BAKOPTRANS (the inter-ministerial board for co-ordination of transmigration) and the Office of the Junior Minister for Transmigration. The recent creation of a new Department of Transmigration should go some way to reduce the problems of co-ordination.

4.2 TRAPP IN RELATION TO DITADA

In March 1982 a joint SEADD/LRDC mission reviewed the work of the TRAPP advisers within DITADA. The mission highlighted the difficulty of evaluating advisory work, because it is impossible to say what the situation would have been without the presence of the advisers. In the case of the TRAPP team, the difficulty is compounded by the fact that the team was closely integrated with the MMP Advisory team. Nevertheless it is possible to identify a number of contributions made by the team to DITADA.

4.2.1 Consultant supervision

The TRAPP team's involvement in the evaluation of the work of the SFSE consultants resulted in a more consistent standard of work than would otherwise have been the case. There was considerable variation in the approach of the various consultant firms to the work specified in the Terms of Reference. Advisers were able to assist DITADA staff by trying to ensure that all the required data were collected, interpreted and presented appropriately.

4.2.2 Development of planning methods

The alterations made to the Terms of Reference, discussed in Section 3.4, resulted from experience gained during the SFSE programme. Advisers were able to assist DITADA staff to draw together this experience and modify the planning process. Advisers have stressed the need to consider transmigration settlements primarily as agricultural settlements and DITADA staff now accept the need to consider land suitability as the framework for settlement planning.

4.2.3 Staff development

The TRAPP team did not have counterparts and did not give formal training courses to DITADA staff. In the SFSE programme Advisers worked with DITADA Project Officers: one Project Officer was assigned to each consultant firm. Over the course of the SFSE programme there

was a dramatic improvement in the ability of most of the Project officers to manage large consultancies. The presence of advisers probably contributed to this improvement by providing the Technical support necessary for the development of the confidence of the Project Officers. In relation to other activities it is impossible to quantify the effect of advisers on staff capabilities, but it can be assumed that intelligent and hardworking members of DITADA staff were able to learn from the experience of advisers. In addition, from a subjective viewpoint there appears to be a more systematic and inter-disciplinary approach to planning, than formerly within DITADA and it is hoped that the TRAPP team has contributed to this development.

It is also clear that in the whole field of staff development and transfer of knowledge and experience, fluency in Indonesian is extremely important. The ability of TRAPP staff to speak Indonesian fluently has thus been a very considerable advantage. It is recommended that Indonesian language training in Indonesia be provided for all technical co-operation staff working within Government departments.

4.3 FUTURE CO-OPERATION WITH DITADA

Although the TRAPP review mission recommended that ODA should continue to provide advisers to work within DITADA, funds were not available and in August 1982 the British Embassy informed DITADA that assistance could not be continued beyond March 1983. However, the Director of DITADA attached such importance to maintaining the links with LRDC as a Government institution, that he invited Mr. D. Craxton of ODA and subsequently Mr. A. Smyth Director of LRDC, to explore alternative means of financing the continuation of LRDC work with DITADA.

It was suggested that World Bank funding might be available and with the active support of the World Bank, a document has been prepared in which details are given of the assignment of five LRDC staff to continue work within DITADA. It is suggested that all operational expenses including salaries and allowances are met from Trans III funds, at cost, with overheads and supervision costs met by ODA. The team would remain as British Technical Co-operation staff.

The team would concentrate on a revision and refinement of Phase I planning through the collection of all existing natural resources data supplemented by air photo interpretation and limited field work. This would not only improve the selection of sites for transmigration, but would also provide a basis for all regional planning studies. The results will be generalised as the planned duration of the work is only 18 months. This represents a compromise between the need to undertake a comprehensive study and the need to have useable results rapidly.

The document setting out terms of reference, work schedule, estimated costs and staffing for the proposed continuation of DITADA/LRDC co-operation has been informally agreed by all parties concerned and awaits formal approval.

