

AN EVALUATION OF THE IRIAN JAYA  
DEVELOPMENT INFORMATION SERVICE CENTER (IIDISC)  
AT UNIVERSITAS CENDERAWASIH

William Stadden Cole, Ph.D

Washington University  
St. Louis

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## EXECUTIVE SUMMARY

### Problem and Overview

The province of Irian Jaya (Indonesia) formerly known as West Irian remains today one of the most remote and undeveloped regions of the world. Most of its population are indigenous tribal people of Melanesian descent speaking some two hundred and fifty different local languages. Utilizing either sagogathering (lowland) or swidden horticulture (highland) cultural ecologies, these groups are thinly dispersed among several widely divergent ecological zones. Many groups have only been in contact with the outside world since the 1960s or 1970s, primarily through the mediation of missionaries.

Though the government has become increasingly determined to extend its control over the hinterlands, infrastructure in terms of communication, health, and educational facilities is limited or nonexistent in most areas. The development activity which has taken place has occurred primarily in the areas immediately adjacent to major towns, the most important of which is the provincial capital of Jayapura. Some of the missionaries who work in the more remote areas (but by no means all) are becoming interested in community development activities, but these groups are limited by a general lack of experience, information, and communication linkages.

### IAF Assistance and the Establishment of the IJDISC

In May 1978 The Asia Foundation, drawing on experience gained in Irian Jaya since 1972, began supporting a wide spectrum of development projects in the province under the Irian Jaya Human Resources Development Program. The major purpose of the program was to extend relevant practical training and economic opportunities to relatively disadvantaged groups. To do this the Foundation would work through existing institutions and organizations, among these being the provincial university (UNCEN), the government Vocational Training Center, the Joint Development Fund, and certain missionary groups. The program is being funded primarily through a USAID Special Support Grant (GA 786) which is presently scheduled to expire 30 June 1984.

For a number of reasons many of the projects planned under first two years of the Irian Jaya program could not be carried out. From 1979 to mid-1981, however, the Foundation had been exploring the feasibility of supporting the establishment of an information and resource center using GA 786 funds. These plans were realized in mid-1981 when in cooperation with UNCEN the Irian Jaya Development Information Service Center or IJDISC was established. Its first member, a nutrition consultant (Jean Eng), was joined after ten months by an Information Coordinator (John Strand) and in November 1982 the Indonesian Director of the center (George Aditjondro).

The IJDISC underwent a major reorientation beginning in early 1983 in response to a series of conditions unanticipated at the time of the

drafting of initial plans for the center. The most important among these being the failure of its Steering Committee as a unit to provide the policy guidance and material support which had initially been expected. As a result the center went from an intended (though only partially realized) focus on provision of technical development information and expert consultant services to focus on introducing grass-roots, holistic, and participatory approaches to community development in Irian Jaya as part of the expanding Indonesian network of LPSMs (NGOs).

At this point the IJDISC faces a major challenge to its existence in that an apparent impasse has been reached in the process of forming a legal and independent yayasan. This process is viewed as a key to future development of the center. At the time that the evaluator arrived in Irian Jaya serious plans were being considered to split the functions of the IJDISC between two independent units, one taken over by UNCEW and the other to be founded separately by the majority of the present staff.

#### Purpose of the Evaluation

This review has three purposes. First, it compares the initial objectives of the IJDISC to its present conditions and performance. Second, it is intended to gather information on the nature of the present Steering Committee impasse and the challenge it poses to the IJDISC, and to recommend possible solutions. Third, it is intended to provide information on any secondary impact of the projects carried out as part of the initial phase of the Irian Jaya program.

The primary sources of information for this review were key documents from the files of The Asia Foundation in Jakarta and documents obtained at the IJDISC in Abepura, Irian Jaya, and extensive interviews with most of those involved in important ways with the IJDISC as well as with recipients of earlier nonIJDISC GA 786 project grants.

#### Major Findings

1. The IJDISC has made substantial progress toward meeting its initial stated objectives. The initial objectives for the center left substantial room for adaptation to initially unanticipated conditions, while still meeting the overall goals of the project. Though important changes were made in the means whereby the IJDISC would meet its objectives, the objectives are nonetheless being met.
2. The reorientation of the IJDISC focusing on its development as an LPSM was a positive response to challenges to the initial expected role of the center. Facing a series of unanticipated conditions which had emerged primarily during the first year of the IJDISC, the Director and the Information Coordinator have more or less established the purpose of the center in terms a potential role as an LPSM at the center of a network of LSMs in Irian Jaya.

3. The present impasse concerning the formation of an IJDISC yayasan reflect fundamental and probably insoluble differences between Steering Committee Members. It was found that problems regarding process result primarily from conflicting ideologies and interests and, hence, different visions for the IJDISC among the previously mostly dormant member organizations of the Steering Committee. These problems were then exacerbated by the insistence in recent months of the Foundation (and USAID) that the process be pushed to completion; it is now appears clear that the Foundation was acting on the basis of inadequate information.
4. Evidence of secondary impact of nonIJDISC Irian Jaya Hum Resources Development Program grants varied widely.

### Recommendations

1. As part of a coherent plan to reorganize the policy making apparatus of the IJDISC, The Asia Foundation should give its full support to UNCEN in a disbanding of the present Steering Committee and a temporary assumption of full responsibility for the IJDISC by UNCEN and TAF. UNCEN can then appoint a "Founder's Committee" consisting of individual as opposed to organizational members who meet criteria agreed upon through consultations with IJDISC staff, close IJDISC advisors, and The Asia Foundation.
2. To allow for continued funding during this crucial period, the Foundation should request a final six-month extension on GA 78-6. Without this extension, the IJDISC will face an immediate shortage of operating funds and, hence, it will be more difficult to give full attention to the yayasan formation process.
3. In order to ensure that the training of replacement staff (several of whom have only been at the IJDISC for less than two months), The Asia Foundation should endeavor to recontract with John Strand to continue training Newsletter and library staff members for an additional period of five to six months.
4. If The Asia Foundation decides to continue programming in Irian Jaya (and it is recommended that it do so) then in order to alleviate the confusion (and subsequent loss of programming opportunities) which now prevails among those with whom the Foundation is most likely to work, the Foundation should endeavor to formulate an overall Irian Jaya program policy and communicate this to those with whom it may want to work in the province in the future.
5. It is strongly recommended that if The Asia Foundation intends to continue programming in Irian Jaya on the scale involved in GA 786, then a full or part time Irian Jaya Program Officer specializing in the complex conditions in that province should be acquired.

## 1. INTRODUCTION

### 1.1 Purpose of this Study

The Irian Jaya Human Resources Development Program (IJHRDP) was began in May 1978 by The Asia Foundation (TAF) to further development efforts being made by a range of organizations active in Irian Jaya. The program was co-financed with a USAID Specific Support Grants funds (grant GA 78-6) which is slated to expire 30 June 1974. The lack of communication between various provincially based groups capable of contributing to development processes in the province lead to plans being drawn up in 1980 to reprogram IJHRDP funds to establish an information and resource center in cooperation with Cenderawasih University (UNCEN). This center, the Irian Jaya Development Information Service Center, is usually referred to as the IJDISC or IrJaDISC.

According to initial plans, the IJDISC was to undergo a period of establishment of routines, training of staff, and determination of long-term objectives during which The Asia Foundation in cooperation with UNCEN would underwrite most of the program costs. Ultimately, it was expected that IJDISC would be reorganized into a legally constituted, independent foundation (yayasan) capable of generating and programming its own funds.

In June 1983 it appeared that this reorganization process could be completed by the end of 1983 at the latest, but delays followed. The Foundation Representative continued to press for rapid completion of the reorganization. By early March 1984 the process had still not been completed though the Foundation consultants to the IJDISC had clearly been working toward this goal. Though reports were coming into Jakarta that extreme difficulties were confronting the organizers, the nature of the difficulties remained unclear to the Foundation.

The failure to complete the reorganization process combined with the general lack of information concerning present conditions at the IJDISC, made USAID increasingly reluctant to extend its already extended IJHRDP GA 78-6 grant (and hence the IJDISC funds) beyond the 30 July 1984 deadline. The Asia Foundation Representative therefore contracted with a third-party evaluator to carry out a survey in March/April of 1984 to review the IJHRDP with primary emphasis on the IJDISC to provide in-depth and up-to-date information on the state of the program. This report represents part of the findings of that survey.

### 1.2 Methods

The information reported here comes primarily from two sources. First, an initial review was made of file documents at The Asia Foundation in Jakarta. These files included copies of Letters of Agreement, consultant reports, correspondence, financial reports, etc. Other documents such as IJDISC Newsletters, survey reports, and files were reviewed at the IJDISC office at UNCEN in Irian Jaya. Second, important information was obtained through interviews with a wide range of persons in Irian Jaya including IJDISC staff, UNCEN personnel, and the IJDISC Steering Committee (badan pendiri) members. To the extent possible an effort was made to interview both Steering Committee organization lead-

ership and those members of these organizations who have been most closely involved with the IJDISC. The one major figure who was not in Irian Jaya at the time of the survey was the Rector of UNCEN.

Regarding the IJDISC, it was found that those interviewed tended to be quite frank in their observations. This apparently contrasted with the experiences of the TAF IJDISC consultants and the Assistant Representative and may have reflected the third-party status of the evaluator.

Information was also collected through interviews at the UNCEN Faculty of Agriculture at Manokwari and at the Catholic Diocese in Agats concerning the impact of IJHRDP grants made primarily before the establishment of the IJDISC. As this report is primarily concerned with the IJDISC as the latter phase of the more inclusive IJHRDP, reports on evidence of impact of the earlier grants, nearly all of which were completed and reported upon some time ago, appears separately as Appendix 2.

## 2. HISTORICAL BACKGROUND

### 2.1 Irian Jaya

The province (formerly known as West Irian) is the most undeveloped and potentially difficult to develop region in Indonesia. With one-fifth of the nation's land mass, Irian Jaya consists of diverse local environments: coastal lowlands, cloud shrouded interior highlands, rugged and in some areas glacial central peaks, dry southern savannas, and vast and steamy tidal swamps. Dispersed among these environments, at generally extremely low population densities (about 2 per square kilometer) are Irian's 1.1 million inhabitants (census figures are approximate).

An estimated 800,000 of these inhabitants are indigenous peoples of Melanesian descent divided into numerous tribal groups (some with only a few thousand members) speaking some two hundred and fifty distinct languages (linguistic studies are of major importance for Irianese development). Many of these groups have only been in contact with the outside world in the past ten to twenty years, while other groups have had significantly longer involvement with outsiders. The Biak islanders, with historically earlier access to education and the outside world and hence with a higher proportion of government jobs than any other Irianese ethnic group, form the most powerful ethnic minority among the Irianese.

The native coastal lowland and swamp-land Irianese evolved cultural ecologies centered on gathering and/or cultivating sago palm supplemented with fishing and often hunting. Many coastal lowland groups especially in the north, have been in contact with the outside world for some time and missionaries arrived and began proselytizing near Manokwari in the Birdhead region at the end of the nineteenth century.

The more generally inaccessible interior highland populations evolved cultural ecologies based on sweet potato and/or taro horticulture using swidden methods and supplemented with hunting and pig-raising. Among most tribal populations cycles of warfare and feasting have in the past formed important and salient aspects of life.

Since World War II and especially during the past two decades a major push by missionary groups (some Catholic, but primarily Protestants and Pentecostals, some of the latter Irianese) has been made to contact, Christianize, and resettle remote highland and tidal swamp tribal populations. Given the nearly inaccessible geography of the region, this has only become feasible following the establishment of small-aircraft transportation facilities by the missionaries. As a result, however, the missionaries have become important and salient change agents among the indigenous Irianese. Until recently, few missionary groups had real interest or expertise in community development beyond religious proselytizing. At least some of these groups are becoming increasingly interested and involved in community development activities.

The other 300,000 inhabitants of Irian Jaya are latecomers mostly from central and eastern Indonesia. These groups, with longer historical involvement in Indonesian modernization processes, are in far stronger position than most tribal Irianese to take advantage of both economic opportunities and government services in the province. Not

surprisingly they not only form the entrepreneurial class in Irian but are also the skilled laborers (carpenters, welders, machine operators, etc.).

In recent years Javanese transmigrants have been introduced into the province and during the Fourth Five-Year Plan the government intended to move in an additional 138,000 transmigrant families (down from an initial plan of 225,000 families). While this process is seen by many as the most rapid method for achieving economic development potential in Irian Jaya, at the same time it poses a major challenge to indigenous Irianese, many of whom face the prospect of becoming largely second-class citizens dispossessed of their lands and economically peripheralized unless they can make the kinds of rapid and major cultural, educational, and economic transformations necessary to compete with better prepared outsiders for limited resources.

Further complicating the development setting in Irian Jaya is the problem of potentially rapid environmental degradation. Logging and, to a lesser extent, mining interests have come under increasing scrutiny and often criticism for lack of adequate environmental safeguards.

In terms of political history, up until October 1962 the Netherlands retained possession of what was then called West Irian. At that point, after a long period of public agitation and political intrigue in Indonesia, limited military confrontation, and ultimately support for the Indonesian position by the United States, the Dutch turned control over to the United Nations. As part of this plan, Indonesia took possession in May 1963 and in 1969 Irian was simply incorporated as the twenty-sixth Indonesian province. An Irianese independence movement known as the OPM (Operasi Papua Merdeka) which opposed integration in the 1960s, has recently reemerged as a united front to challenge Indonesian control. In part, OPM activity is a response to what is seen as unequal economic and political opportunities for native Irianese and the major threat of increased transmigration into the province by non-Irianese.

Since the 1960s the Indonesian government has become increasingly involved in extending national control to the remote and rugged interior regions of the province. Investments are being made in the extremely poor health, education, communication, and transportation infrastructures, but the scale of the problems facing such efforts is staggering (e.g., life expectancy in most areas is around 40 years and infant mortality rates of 400-500 per thousand births are not uncommon). Moreover, government attempts to develop the province are hampered by language, ethnic, and historical differences between non-Irianese government officials and local populations and by the general shortage of qualified Irianese to fill government positions. For these reasons the government attempts to work as closely as possible with the missionaries.

Among the major developmental needs of the province continue to be efforts to safeguard the land rights of the indigenous Irianese and to ensure basic access to economic opportunities presently almost completely dominated by non-Irianese.

## 2.2 Emergence of the Irian Jaya Human Resources Development Program

Clearly, by the 1970s tremendous changes were taking place in the province. Yet for various historical and ideological reasons, few of the organizations and agencies involved in the change process were in meaningful contact with one another and many potentially important groups, specifically missionaries, were not even involved in economic and community development to any substantial extent. To an important degree then the potential for linkages and crossfertilization among these organizations and individuals was not being utilized to anywhere near optimal effectiveness.

Responding to these conditions, in 1976 The Asia Foundation began formulating plans for use of USAID Specific Support Grant funds to support a wide spectrum of projects in Irian Jaya drawing on the experience gained and contacts made in the province since 1974. Given the combination of low levels of infrastructure development and inadequate communication the Foundation chose to focus on mobilization and strengthening of locally (provincially) available human resources for development ends. By taking a 'scatter-shot' 'target of opportunity' approach to programming a wide variety of already existing groups and individuals would receive upgrading and training. A complete revised IJHRDP proposal was submitted to USAID in October 1977 (Proposal to USAID--7 October 1977).

Due to various delays, USAID funds did not become available for the IJHRDP until 8 May 1978 as grant GA 78-6. The grant was for \$300,000 over a two-year period (to 8 May 1980). By this time, however, The Asia Foundation, acting on commitments made on the assumption that USAID funds would become more quickly available, had already begun funding many of the proposed IJHRDP projects out of its own General Grant funds and out of funds made available by Freeport Minerals/Indonesia. Consequently, many of the planned projects were either already completed, were nearing completion, or were no longer feasible.

Those projects which were funded by the initial phase of GA 78-6 were for the most part completed and reported upon by 1982. A few will continue to the present deadline of 30 June 1984. Present indication of impact of the earlier IJHRDP projects was sought as part of this evaluation and this information is presented separately under Appendix 2.

## 2.3 IJDISC--First Phase

In the context of The Asia Foundation's continuing search during 1979 and 1980 for a suitable approach to assisting development efforts in Irian Jaya, a number of different lines of thinking were beginning to coalesce. One of the most important of these was the increasing disappointment that such groups as the Vocational Training Center in Jayapura and the Joint Development Foundation (after the departure of the TAF consultant, David Guane) were unable, for various reasons, to respond more actively to Foundation encouragement to become community development-oriented focal points in the province. At the same time it was becoming clear that such focal points were essential for meeting the Irian Jaya Human Development Program's primary objective of stimulating community development information "linkages and crossfertilization" so

desperately needed in the province.

A second line of thinking emerged from the experiences of Larry Fisher, the TAF rural sociologist consultant to the UNCEN Agricultural Faculty at Manokwari from 1977 through 1979. During the latter phase of Fisher's tenure, he increasingly came to serve as a technical resource which organizations throughout the province felt free to call upon, often soliciting visits at their own expense. His success in this role was instructive in two ways. First it appeared to indicate a ready "market" for pertinent technical information among organizations already receptive to community development types of activities. Second, in the context of often intense rivalries and lack of communication and cooperation among different agencies and institutions (especially among the different missionaries), Fisher's experience indicated that an individual not closely associated with any particular group might enjoy access to all as a neutral technical information source.

A third process which was occurring and may have had an influence on Foundation thinking involved the emergence in 1979 of a loose cooperative alliance between the Catholic Church and the protestant GKI (Gereja Kristen Injil) for the purpose of expanding and upgrading their own community development programs. The Kelompok Kerja Oekumeni (Ecumenical Work Group) or KKO as it was called appears never to have moved much beyond the think-tank stage and later, with the establishment of the IJDISC the KKO faded away. However, the fact that plans were being considered for the establishment of a more concrete cooperative NGO sponsored by these two sometime rivals was taken as a general indication that otherwise opposed groups might be willing to work together to promote community development.

Stimulated by these developments, The Asia Foundation Representative organized and funded a consultancy team to study the needs of the province and explore the willingness of various groups to support and cooperate in an effort to promote information linkages and crossfertilization. The team consisted of two persons--Father Richard Timm who had participated in the establishment of ADAB a successful community development center, in Bangladesh, and Jean Eng, a nutritionist with several years experience in Papua-New Guinea.

Though limited by an inability to speak Indonesian, the team contacted a number of groups thought to be interested in community development in Irian Jaya and met with strong support for the idea of an information center with expert consultants in nutrition and agriculture. Relatively detailed plans were then drawn up in their report for the establishment of the IJDISC.

The insights and recommendations of the Timm/Eng survey represented the most comprehensive and expert inputs then available concerning the direction which the IJDISC should and could take. They recommended immediate establishment of a center to be staffed with three consultants: an information consultant and "roving" consultants in nutrition and agriculture. Following Father Timm's experience in Bangladesh, the center would be under the guidance of a Steering Committee consisting of those groups expected to be the primary recipients of IJDISC services. These groups came to be:

1. UNCEN
2. Catholic Diocese of Jayapura
3. Gereja Kristen Injil (GKI--the major indigenous Irianese protestant church)
4. Summer Institute of Linguistics (SIL--a missionary group especially focussing on literacy in local languages)
5. Irian Jaya Joint Development Foundation (JDF--an Indonesian/ UNDP jointly funded foundation promoting cash crop production through small loans to producers)
6. Sekolah Al-Kitab Irian Jaya (SAKIJ--Irian Jaya Bible School)

The Asia Foundation proceeded primarily on the basis of the Timm/Eng report and in April 1980 formally requested USAID agreement to a realigning of the GA 78-6 budget to support establishment of the IJDISC. In July 1981 over one and one-half years after the Timm/Eng survey, a Letter of Agreement was signed with UNCEN establishing plans and partial support for the center (UNCEN's formal request was apparently slow in coming).

Three months later, in October 1981, Jean Eng returned as the nutritional consultant and defacto founder of the center. During her twenty-one months in Irian Jaya she would prove to be an extremely dynamic and active resource person building up a network of connections with outside groups, collection materials for the Documentation section, and producing her own reports, teaching materials, and field surveys of nutritional conditions in some areas. Although an UNCEN counterpart was assigned to work for the IJDISC, he became more or less inactive after the first few months. For the first ten months, then, Eng worked alone.

Although a roving agricultural consultant was never contracted, an Information Coordinator and Interim Director, John Strand, was located in early March 1982. Strand had spent the one year as a VIA teacher in Ambon and with knowledge of Eastern Indonesia and fluency in Indonesian, he was acceptable to all parties. In May 1982 Strand attended a three-week VITA training course for development library building techniques in the United States and in August 1982 was in place as the second TAF consultant in the still nascent IJDISC.

In May 1982 (the expected termination date for GA 78-6), a request was made to USAID for an extension for an additional two years to 8 May 1984 and for a supplement of \$35,000 for IJDISC support. USAID agreed to both requests and in September and October 1982 Walter North of USAID visited the IJDISC (among other USAID funded programs) and though noting the need for more outreach to all members of the development community, was supportive of continued USAID funding for the center.

#### 2.4 IJDISC--Second Phase

In late 1982, sooner than had been expected, a suitable Indonesian Director for the IJDISC, George J. Aditjondro, was found. Several characteristics made Aditjondro an attractive candidate for the position: 1. He had spent ten years as a journalist working for TEMPO and thus was qualified as a writer and editor and was well acquainted with development-related issues in the Indonesian and Irianese context; 2.

He had extensive experience and knowledge of Indonesian NGO's having worked with Bina Desa and INHDRRA and having helped in the formations of WAHLI: 3. He had spent one year as a Hubert Humphrey scholar in a non-degree graduate program at Cornell University where he studied rural sociology and anthropology; 4. He was quite fluent in both spoken and written English; 5. He had had a fifteen year personal interest in Irianese affairs and was therefore well versed in the political, economic, ethnic, religious, and environmental issues involved in Irian Jaya.

The new IJDISC Director arrived in Irian Jaya in early November 1982. During the first two months of his leadership contacts were made with a number of groups and individuals both in and out of government which had been previously overlooked. Stronger ties were established with those members of the Steering Committee who were most supportive of the IJDISC and concerned about its development. Finally, further attempts were made to involve the Steering Committee as a whole in the IJDISC and a Steering Committee meeting was held on 26 November 1982.

It was during this period that an important shift in IJDISC orientation began to take place. This orientation was closely tied to the larger emerging Indonesian NGO focused development philosophy, which emphasizes and is strongly committed to:

1. Grassroots, holistic, and participatory approaches to community development rather than top-down, planned, and sectoral approaches.
2. Drawing upon the enthusiasm of local semi volunteers, often youthful village cadres rather than employing the services of expert consultants.
3. "Action Research", aimed at training and upgrading cadres through on-the-ground community development experience with local people and conditions. The emphasis is less on the quality of information gathered or measureable "success" in any given project than on the learning process whereby local participants increase their abilities to recognize problems and to mobilize their own resources to overcome them.
4. "Conscientizing processes" aimed at bringing about awareness of complex, often sensitive, development issues and encouraging dialog concerning them. In the case of the IJDISC, this meant focussing on such issues as the problems of environmental protection, peripheralization of tribal groups faced with rapid social and cultural change, and the effects of transmigration.

A discussion of the organizational structure and of the activities which have characterized the IJDISC over the past year is presented in Chapter 3. It is sufficient for the moment to simply point out that both have evolved in close accordance with the orientation described above and that this evolution represented both an outgrowth of and a break with what is here identified as Phase I.

As will be argued further on in this report, though George Aditjondro clearly guided this reorientation of the IJDISC, he was doing so in response to conditions which had emerged previous to and quite in-

dependent of his selection as Director. These conditions included at least the following:

1. From the outset the Steering Committee, which it will be recalled was to consist of the major potential users of the IJDISC, consistently failed to provide coherent policy guidelines and, except for UNCEN, provided almost no support services.
2. While there were some requests for information and expert nutritional advice, on the whole the degree of interest in expert services on the part of the initial supporters of this concept was disappointing.
3. The failure to locate a suitable agriculture specialist to strengthen the center's expert consulting capabilities meant that its potential for technical backstopping for other groups in the province remained limited and this tended to undercut one of the initial rationales for the IJDISC.
4. The Asia Foundation was making it clear that they expected a rapid process of Indonesianization to form a major objective of the consultant staff. Yet at the same time, it was becoming clear to all--especially to those in Irian Jaya--that finding suitable information service trainees (with adequate English) and high quality technical backstop personnel from or willing to work in the province would be a major challenge.

That the IJDISC was becoming reoriented in significant ways was already widely recognized by June 1983 when the TAF Assistant Representative in charge of the Irian Jaya project (Gordon Hein) conducted a brief on-site survey. On the basis of his interviews with the individuals most closely associated with the IJDISC, he concluded that:

1. The IJDISC had not been in existence long enough to produce enough evidence of its potential to attract local funding and that USAID funds would therefore continued to be required for this purpose.
2. The IJDISC should move quickly toward reorganization as a yayasan since this would be a determinant in the center's ability to attract funding.
3. The Director and Coordinator should redouble their efforts to locate and train local replacements.
4. A major factor leading to the lack of Steering Committee guidance and support for the IJDISC was the failure of the Director and the Information Coordinator to maintain adequate direct and personal contacts with all members.
5. That a second major factor causing a lack of Steering Committee support was the feeling by some members that the IJDISC was becoming involved in "political" issues not directly related to

community development (these appear to have involved, e.g., criticism of government plans for transmigration and for the building of the Sentani Dam).

On the basis of these findings, Hein organized a meeting of sixteen persons involved in various ways with the IJDISC. Though this was not a Steering Committee meeting per se, members of all Steering Committee organizations except SAKIJ attended. At this meeting strong support was given for the IJDISC and renewed promises were made for future cooperation in rapidly moving the IJDISC toward yayasan status by the end of 1983 and toward financial self-sufficiency in the coming years.

The Asia Foundation subsequently requested that USAID extend GA 78-6 to 31 December 1984 and supplement the grant with an additional \$173,500. In part on the basis of Hein's report, in July 1983 USAID amended GA 78-6, but extended only to 30 June 1984 and with an additional \$123,575, significantly less than requested. Shortly thereafter, USAID agreed to a six-month extension of Strand's contract to January 1984.

Up until July 1983, funds had been provided by TAF to the IJDISC on a piecemeal basis making it difficult, among other things, to attract new staff members. For this reason, the IJDISC was provided for the first time with a working budget running from 1 July 1983 to 30 June 1984. Nonetheless, for a number of reasons, funds did not actually become available to the IJDISC on this basis until October.

In the ensuing months while some progress was made toward finding and training IJDISC staff, little progress was made toward the goal of forming a legal yayasan entity. UNCEN apparently failed to call a Steering Committee meeting until early December and this meeting was delayed until January 1984. Meanwhile, a Charter or anggaran dasar had been drawn up and a Work Program for 1984 was worked out in preparation for the founding meeting. The Work Program in particular proved to be the focus of conflict and there was a general concern on the part of the Steering Committee members who took part in its formation with what was seen as the continuing lack of coherent direction and purpose on the part of the IJDISC.

With the delay in progress toward formation of the yayasan, it was becoming increasingly apparent to The Asia Foundation that despite strong assertions to the contrary at the time of Hein's survey trip, the Steering Committee members were still not fully cooperating in the task. A letter was therefore sent to all members urging more active involvement--no response was forthcoming. When another letter was sent in January, only two Steering Committee members responded.

In December, Strand's contract was again drawing to a close and though the Foundation recognized that his participation in the IJDISC was still crucial at this point, it was having difficulty in providing convincing arguments to USAID that real progress in moving the IJDISC toward long term viability was actually being made. In the end, Hein argued that whatever long term problems remained to be worked out, in the short run Strand's services as a trainer were absolutely essential if progress made over the past several years was to consolidate. On the strength of this argument USAID agreed to one final extension to 31 March 1984.

## 2.5 Recent Developments

At this point it must be pointed out that to bring the process of Yayasan formation to completion, a copy of the Charter signed by the Steering Committee needed to be legalized in an akta notaris. The Steering Committee now consisted of eight groups:

1. UNCEN
2. Catholic Diocese of Jayapura
3. GKI (Gereja Kristen Injili; an Irianese Protestant church)
4. YAPIS (Yayasan Pendidikan Islam; an Islamic development NGO)
5. JDF (Joint Development Foundation)
6. GIIJ (Gereja Injili Irian Jaya; an Irianese Pentacostal church)
7. SIL (Summer Institute of Linguistics)
8. WVI (World Vision Internation)

On 4 January 1984, a Steering Committee meeting was held to sound out support for the IJDISC. Based on the results of this meeting a second meeting was called for 25 January but only four members attended. A third meeting was therefore held on 2 February which was attended by seven of the eight currently involved members. In this meeting the 1984 Work Program and the Charter were approved and the latter was signed by all members present. However, a further complication remained to be resolved before proceeding to the final stage.

This problem was in establishing the managerial board called for in the Charter. The Charter called for a three-tiered organizational structure. A badan pendiri ("Founder's Board") would consist of the present Steering Committee and would provide broad policy guidelines and select a six-member badan pengurus ("Management Board"). This second group would have close contact with the IJDISC staff and provide continuous support, advise, and guidance. The third tier would consist of the IJDISC staff itself referred to as the badan pelaksana. All groups would meet in a biannual meeting as the badan musyawarah to review policy, achievements, and future plans and to renew or replace badan pengurus and badan pelaksana members.

In order to proceed, badan pengurus members had to be selected. Several criteria were recommended for this purpose including experience in community development, continued residence in the Jayapura/Abepura area, and knowledge of the IJDISC, its history and problems. Since no agreement could be reached on membership during this meeting, a formateur was selected which would make the selection and submit it to the badan pendiri for ratification.

The formateur also had difficulties in coming to an agreement but did make a selection. Ultimately, their choices clearly reflected not the criteria which had been recommended, but an attempt to achieve some form of representation of the badan pendiri members. This in fact subverted the whole purpose of having a several tiered managerial structure in the first place in which the badan pengurus was to be a group of community development professionals neutral in terms of any badan pendiri interests. As a result the three groups which had been most involved in the IJDISC in the past (outside of UNCEN)--i.e., the Catholics, GKI, and World Vision, exercised their veto on the list of badan pengurus members and made it clear that they did not believe that the

present formateur could do any better at a latter date.

Though another badan pendiri meeting is scheduled to be held in mid-April, on the basis of interviews conducted in late March and early April by the consultant, it appears highly unlikely that a viable compromise can be expected to be reached by the members of the present badan pendiri.

The IJDISC is now clearly faced with a dilemma since its funding is about to be concluded (30 June 1984), one of its key management personnel is no longer present, and there appears to be little prospect for a viable settlement on the issue of the badan pengurus. Recognizing these conditions, the IJDISC staff have seriously been considering splitting the IJDISC into two entities. The first, still formally the IJDISC, but consisting only of the Information and Documentation section with the trainee librarian, would simply be absorbed into UNCEN. The second, consisting of all of the remainder of the staff, would attempt to form an entirely new entity, eventually but not necessarily immediately a legal yayasan, which would then continue as many of the present IJDISC functions as possible.

An analysis of the reasons for the present impasse and possible solutions follows in Chapter 4. But before considering solutions it will be necessary to review the present IJDISC itself in terms of its organizational structure and management, activities, achievement of stated objective, and potential role as a service organization in Irian Jaya.

### 3. EVALUATION OF THE IJDISC

#### 3.1 Introduction

In the initial TAF Letter of Agreement with UNCEN (23 June 1981) it was understood that "the IJDISC will be established in response to a widely felt need among a broad range of concerned agencies within Irian Jaya for a development information resource and service center designed to be responsive to the development information needs of the many, and varied agencies within Irian Jaya which are concerned about social and human resources development among the province's tribal peoples."

In the context of this broader goal, five objectives of the IJDISC were listed in the Letter of Agreement:

1. To continually assess provincial social and human resource development needs which the IJDISC might meaningfully address;
2. To begin making the necessary contacts and collecting the relevant development literature, both domestically and internationally, especially including information on past experiences of relevance within Irian Jaya itself;
3. To begin establishing systems which will enable appropriate information dissemination to concerned individuals and agencies, including the publication and circulation of a periodic newsletter or other comparable document;
4. To define, on the basis of initial experience, mid-term and long-range objectives for the IJDISC, and to then work toward establishing the institutional relationships and organizational structures which will facilitate the ultimate attainment of those objectives; and
5. To solicit and activate the widest possible involvement and support for IJDISC operations among the various concerned agencies working in Irian Jaya province.

This chapter will explore the present organizational structure, activities, and support in Irian Jaya for the IJDISC in terms of its success in meeting these stated objectives. While it is important to keep in mind the changes which characterized the transition from the first to the second phase (described in Chapter 2) it is worth noting from the outset that the objectives listed above were general enough that, on the whole, they were still relevant to the IJDISC during the second phase.

The final section of this chapter will be a consideration of the degree to which the IJDISC has been meeting these objectives.

### 3.2 Organizational Structure of the IJDISC

Father Richard Timm initially conceived of an IJDISC consisting of four persons -- an Information Coordinator doubling as an Interim Director, a Coordinator's Counterpart (supplied by UNCEN), a roving Nutritional Consultant and a roving Agricultural Consultant. All were to work under the supervision of the Steering Committee.

As has already been noted, however, the actual sequence of developments which characterized the IJDISC led to a situation in which nutrition consultant, Jean Eng, worked alone for ten months and was only joined by the Information Coordinator/Interim Director, John Strand, in August 1982. Strand then served as Interim Director for only three months after which George Aditjondro took over directorship of the Center (in November).

At the same time that Aditjondro began at the IJDISC, the first of the local staff members, Dirk Mandibondiko, was hired. Over subsequent months a secretary was added and, in response to the new Director's urging, Ms. Eng began training a nutritionist, Uslin Monin, as her replacement about two months before the end of her contract in June 1983.

Although TAF Assistant Representative (Hein) had been emphasizing the importance of acquiring replacement staff since at least early 1983 and redoubled this emphasis at the time of and after his trip in June 1983, no other persons were added to the IJDISC Staff until October 1983. In part this reflected the problems which the IJDISC was having in just keeping up with its wide range of activities. More centrally, however, it reflects the problems of finding sufficiently educated and motivated persons in Irian Jaya, especially when the lack of a yearly budget (which did not become available until October 1983) made assurances of job security nearly impossible. Even given this major constraint, however, the TAF consultants might have had more success regarding replacement staffing had they responded more positively to the Foundation's insistence that, aside from reorganization into a yayasan, staff recruitment and training had become the priority as far as the donor agencies were concerned.

By October 1983, with the Coordinator's contract expected to end in January 1984 (he had visited Jakarta in September) and budget funding finally available, the IJDISC consultants were making staff acquisition a top priority. Given the inability to locate single replacements of sufficient talent for Coordinator and Director, it was decided that their duties, especially those of the Coordinator, would have to be divided into several job categories. Treasurer and librarian trainees, both UNCEN students in their final year of studies, were hired in October, in November a drinking water specialist trainee was acquired, and in December a man expected to become a survey specialist was hired.

In a very unfortunate development concerning UNCEN, it became clear in December that several of the staff members only recently hired would have to return to full time study at the university. Replacements for these staff were almost immediately found, but this meant that training had to begin all over. In December, at UNCEN and TAF request, USAID reluctantly but wisely extended the Coordinator's contract again to 31 March 1984 to allow him to bring the new trainees to some minimal level of proficiency.

While there is some confusion and difference of opinion on the part

of various staff members concerning the organizational structure of the IJDISC and this may reflect current discussions concerning yayasan-related reorganization plans. Figure 3.1 shows the present IJDISC staff positions and personnel organized according to the Director's view of their relationships.

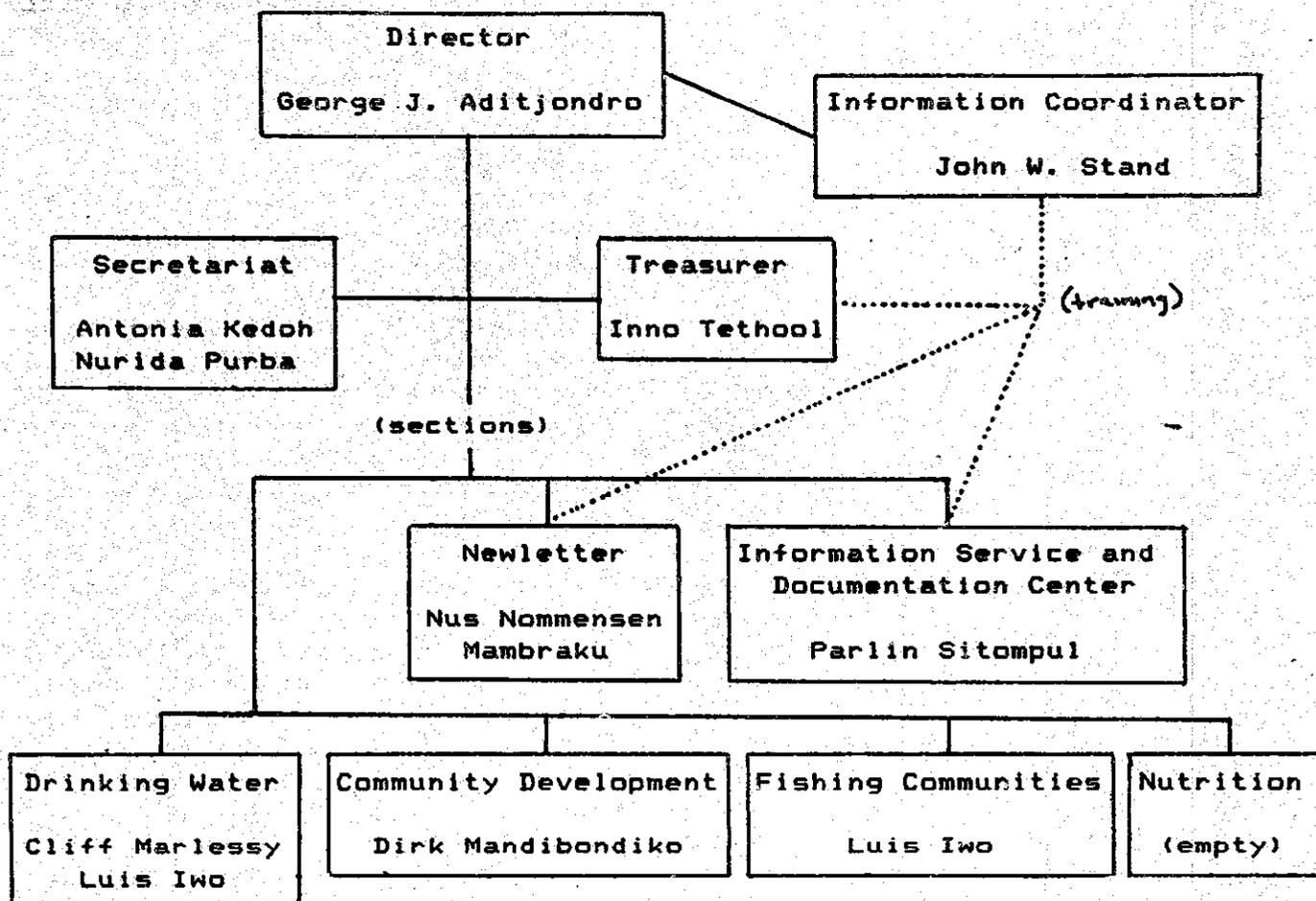


FIGURE 3.2 Organizational Structure and Personnel of the IJDISC

The central administrative figure of the IJDISC is its Director, George J. Aditjondro. Several of his background qualifications were listed earlier and these have been a valuable resource for both the practical and the ideological development of the IJDISC (see Section 2.4). He has a strong commitment to the grassroots community development through NGO's (LSM's) and is empathetic and knowledgeable about the Irianese people and about political, economic, environmental issues in the province.

In day to day interactions in the IJDISC, the staff though they do not always agree with him, look to Aditjondro as the source of information, strength and vision. Given his much wider experience, to an unavoidable extent he dominates decision making processes within the Center. Yet at the same time he is in principle highly supportive of democratic, participative approaches. (The consultant of course had no

opportunity to observe his interaction with the Information Coordinator.)

In terms of outside contacts, the Director has built up a small network of close associates with whom he shares ideas, experiences and aspirations for the future of Irian Jaya and Indonesia generally. Several of these associates are members of Steering Committee organizations, though others are not. It is this group which serves as the major advisors of the IJDISC.

Though there are some exceptions, the Director has tended to pursue relationships with those who are amenable or appear potentially amenable to his development orientation rather than with those in positions to provide maximal material or other support for the IJDISC. This has meant that the leadership of many of the Steering Committee members have been largely ignored. However, it is also important to keep in mind that, given limitations on time and resources, the Director must be expected to invest in those relationships which he feels will be the strongest for the IJDISC in the long run. Given the limited interest of many Steering Committee members from the outset, pursuing closer relationships with some of them might not have been the best investment.

One character trait of the Director which has sometimes led to difficulties for the IJDISC is his general unwillingness to compromise or adjust his actions to sensitive issues in the province about which he is in fact usually intimately knowledgeable. In addition, he chronically makes impolitic comments, most often in writing as, for example, reference to the following of an important missionary group as kristen sauris, a highly critical term roughly equivalent to but much more sensitive than "rice Christians" (sauris are canned sardines) is a case in point. In the course of interviews outside of the IJDISC, it was found that the Information Coordinator had often served through personal contacts to reduce the potential difficulties which had arisen through lack of tact and tactics by the Director.

Finally, though the Director clearly has great potential as a writer, Indonesian leader and a community development specialist, he appears to have shortcomings in terms of financial management. A number of past and present misunderstandings and oversights suggest the need for delegation of authority in this area. In fact, until recently the Information Coordinator was apparently in full charge of IJDISC financial matters.

Concerning the rest of the staff, since only the secretary and Mandibondiko (who with a myriad of skills essentially serves as administrative assistant to the Director) had been on the job for any period of time, very little can be said beyond the impression that they are highly motivated. Most are still in the early stages of training for their positions and few could yet articulate IJDISC purposes with any real depth.

Clearly what is needed at this point is a period of intensive training and this could most efficiently be carried out by the former Information Coordinator given his present knowledge of the needs and problems in the topical areas in which he has been working for the past two years.

### 3.3 IJDISC Activities

The activities which the IJDISC presently carries out, or at least has been carrying out over roughly the past year, are highly varied though interrelated and more or less mutually reinforcing. Given the second phase orientation of the IJDISC, the overall aim of these activities has been to build the capacity of the center to serve as the major Irian Jaya LPSM (Lembaga Pembinaan Swadaya Masyarakat - Community Self-Help Development Organization). As part of this role the center has been establishing important links to the network of established LPSMs in Java, most important among these for the center being Yayasan Dian Desa, WALHI, and YBKS.

LPSMs serve as foci of motivation, information, and experience for the establishment of community-based LSMs (Lembaga Swadaya Masyarakat - Community Self-Help Organizations). While there are no entirely secular, independent LSMs presently in Irian Jaya, a number of groups do exist which are associated with churches and which are increasingly taking on LSM roles. An important function of the IJDISC has been to link these groups in terms of communication and cooperation. In the future a major purpose of the center will be to stimulate the formation of new LSMs. IJDISC connections with the network of established LPSMs has been and will continue to be an essential source of training for Irianese LSMs in this regard.

Regarding specific IJDISC activities, however, the evaluator found that the Information Coordinator, the Community Development field worker, and the Director each categorized the relationships between and significance of these activities in entirely different ways. Part of the differences of opinion reflected that fact that in recent months in connection with the attempt to form a yayasan a great deal of thought has been going into these topics. As the framework used by the Director was by far the most coherent in terms of an overall LPSM strategy and will clearly be the basis on which future developments take place, his approach is used in this section.

The overall framework which the Director used consisted of focus on what are termed "key result areas" or, in Indonesian, (BPH - bidang hasil pokok). These included:

1. collection, processing, and dissemination of information
2. surveys and consultations (extension work)
3. education and training
4. "conscientization"

These activity categories are arranged here in terms of movement from "internally focused activities" to increasingly "externally focused activities".

#### Collection, Processing, and Dissemination of Information

All of the activities which were originally conceived to have been the tasks of the Information Coordinator are now placed within this

category. These include development and maintenance of the Documentation Center and the Information Service. On the basis of the observations made it appears that the Information Coordinator has done an excellent job of establishing what will hopefully continue to be these core components of the IJDISC.

The Documentation Center consists of three sections: files, books and pamphlets, and periodicals. In addition to the usual array of personnel files, correspondence, etc., the IJDISC files contain a wealth of information on technical topics such as nutrition, health, and appropriate technology articles as well as papers, reports, surveys, and photographs concerning different geographic and ethnic areas of Irian Jaya. The present filing methods, however, appear to constrict the possible range of users of this data. For example, a survey report on nutrition conditions in the Birdhead by or for a missionary group might be filed under any of the three categories implied. This has not been a problem as long as the total number of items is small and the collector is ever-present, but it will severely limit its utility as the staff and the amount of materials continue to grow.

The books and pamphlets section of the Documentation Center are kept on a single standard library rack. A wide variety of materials was found ranging from texts on, e.g., soil science and nutrition, to community development writings, to general writings on Irian Jaya and the surrounding region. Though the Information Coordinator had taken a short course in development library building (known as VITA) at the start of his consultancy, this system was eventually abandoned as too complicated and was replaced with another (known as SATIS) which the librarian trainee studied in Java. The new librarian is continuing the process of cataloging the books using this system.

The periodicals again represent a range of topics and in themselves illustrate the first to second phase shift from concentration on technical, specialized, and professional English language materials to community development, community worker-oriented, and NGO publications in the Indonesian language.

The Information Services of the IJDISC primarily refers to activities, both formal and informal, connected with dissemination of information found in the Documentation Center. While direct unsolicited requests for information do occur these are in fact infrequent. More important is the informal use of the available information in the Newsletter.

The IJDISC Newsletter, Kabar dari Kampung or KdK is a well crafted periodical which represents one of the most important vehicles for the IJDISC in presenting relevant development information to many groups and individuals on a mass scale. The range of individuals who were found to be familiar with and supportive of the KdK (in Agats and in Manokwari as well as in the Jayapura area) was impressive. A much smaller though vocal number did take issue with what was thought to be the too politically insensitive approach of the IJDISC in the KdK.

### Surveys and Consultations

Elsewhere in this report (see Chapter 4) the problems involved in evaluating and recommending development information as an information service in the context of Irian Jaya is pointed out. Given the

generally poor capability of those receiving the information to adapt it in meaningful ways to local circumstances, such a service became an integral part of the activities of the IJDISC. Various attempts to gather field information for the Documentation Center, to evaluate the relevance of materials already collected, and to pass on this information in useful ways to potential users may be viewed as part of a second single category of activities involving surveys and consultations.

Concerning survey activities the IJDISC is slowly developing the capacity to carry out brief (one to three week) investigations of local populations to describe basic conditions and to assess potential areas in which local groups themselves can be stimulated to participate in the development process. One goal of these surveys is to draw on and to build up a network of persons outside the IJDISC itself who will gain experience in this approach. A number of limited, ad hoc, surveys of this type have been carried out by the IJDISC and it is to the credit of the Director that in almost every case the field-workers have been successfully encouraged to write up their experiences as survey reports. These reports serve as both a laboratory to improve communication skills and a growing resource for the spread of ideas and improvement of technique.

In the most comprehensive of such efforts yet carried out by the center, a survey was conducted using funds from World Vision International in August 1983 of the Membrano Hulu region to determine local needs in the setting up of a development training center. A seminar and a short and long report followed the fieldwork. It was generally felt by those closely associated with the project that IJDISC had done a good job, though there were strong criticisms by some on the continuing themes of: 1. failure to focus only on the sectoral issues initially of interest and 2. political insensitivity. The first problem derives of course from the holistic orientation which the IJDISC is now taking and as such can best be dealt with in the future with more preliminary discussions and persuasion on the part of the IJDISC. The second indeed deserves more careful consideration by the Director, but also inevitably involves a learning process on the part of the IJDISC in discovering where the limitations lie.

Paralleling the IJDISC's involvement in surveys are consultation activities presently consisting of drinking water system consultancies, rattan furniture building cooperative development, and simple fisheries development for fishing villages (making use of the fortuitous appearance of a roving marine biologist consultant funded by the German, Brot fur die Welt). At present all three sets of activities appear to be drawing heavily on the limited time and energy of the IJDISC staff.

While the evaluator was convinced of the general necessity for the IJDISC to become involved in such projects, the long run objectives of the center as an LPSM might be best served if a more directed and less target of opportunity approach were taken in choosing the kinds of skills to be developed in specific topical areas. It may well be that drinking water, indigenous production cooperatives, and fisheries are the best entry points for stimulating grassroots development in north Irian Jaya, but a stronger IJDISC will emerge if clear such choices follow clearly thought out policy rather than fortuitous events.

## Education and Practical Training

It is widely recognized within the IJDISC that staff development is a major need for the immediate and long-term growth of the IJDISC and, hence, this remains one of the major activity areas of the center. Two approaches to this activity appear to have been taken. The first, given the development orientation of the IJDISC leadership and advisors, not surprisingly focuses on a "learning by doing approach". Many of the activities carried out by staff members in connection with the center are therefore aimed at informal education.

In addition, however, more formal exposure to LSM approaches to development are needed if the IJDISC staff and close associates are to grow in their ability to stimulate this approach in others. For this reason, several staff members, close advisors, and founders of nascent LSMs have been sent primarily to Java to gain exposure to other LPSMs and LSMs.

### "Conscientizing"

The fourth major category of activity of the IJDISC, i.e., what is somewhat awkwardly termed "conscientization" in fact goes to the core of the whole LSM/LPSM approach. It is assumed that in order to successfully encourage grassroots participation in the development process, people have to become aware of the major issues and problem areas which they are confronting. This would appear to inevitably mean a built-in potential for touching on topical issues which some groups would consider too sensitive. But it is precisely through public awareness of and public dialog on such issues that it is hoped that meaningful solutions to problems can be found. The IJDISC staff operate at three levels in this regard. First, they reach out to indigenous villagers through such means as the KdK and direct community development projects seeking to make people aware of major issues which effect them and about means for beginning to deal with those issues. Second, they are beginning to reach out in still very limited ways to local government through personal connections with persons on PEMDA and with several district and regency heads. It is perhaps this level at which more active personal contacts would be of benefit for the IJDISC. Third, at least the Director himself operates at a national level by keeping up important contacts in Jakarta and by occasionally writing short articles for the news media.

### 3.4 Support for the IJDISC in Irian Jaya

From its inception the IJDISC was expected to be placed at the center of a network of organizations and agencies in Irian Jaya and it was the basis on which The Asia Foundation sought agreement to use USAID funds for this purpose.

"[The ISDISC] is being located institutionally at...what is hoped to be the logical interface between the Provincial Government, the missionary groups, the universities and other post-secondary educa-

tional institutions in the province, and various other non-governmental agencies concerned with Irian Jaya development." (Letter -- TAF to USAID, 8 May 1982).

It was assumed, of course, that there would be widespread and active support for this role on the part of the various groups already working in Irian Jaya. From the outset, however, while verbal support for the IJDISC and what it was intended to accomplish has been high, only a few organizations have chosen to develop close working relationships with the center. Moreover, even in those cases (with the possible exception of the Catholic Diocese) a full understanding of IJDISC purposes, history, and potential has been limited to those members of these organizations who are directly operating in community development contexts. Consequently, the defacto working and support "network" which has been built up by the Director and the Information Coordinator consists more of a loose group of individuals (both on and off of the Steering Committee) than of organizations per se.

Nonetheless, it is equally important to point out that though linkages with established organizations may be weak, they do appear to have been sought by the IJDISC, especially during the first phase. In discussions in both Jakarta and in Irian Jaya, the suggestion was not infrequently floated that the disappointing number of close working relationships with many key organizations in the province has resulted from a lack of effort on the part of the IJDISC Director to seek them out. While this has indeed been a contributing factor, it has not been the major one since there has been only limited interest in the IJDISC on the part of many of these organizations as organizations and this problem predated the arrival of the Director. In all fairness, given the limited resources of the center and its staff the Director must be expected to invest in those relationships most likely to bear fruit in terms of both development impact and growing support for the IJDISC.

In this latter regard it is important to note the emerging role which IJDISC is playing vis-a-vis the still small number nascent LSMs in Irian Jaya. There is some evidence that these groups, to the extent that they have become "groups", are indeed looking to the IJDISC as a key source of ideas and experience. To this extent the IJDISC is developing its potential as the only LPSM in the province and, hence, of serving as the center of a growing and very different kind of network than was initially envisioned for the IJDISC in its initial stages.

### 3.5 Achievement of Primary Objectives

At this point it will be useful to return to the list of objectives given in the first section of this chapter to review the extent to which the IJDISC has been successful in meeting these:

1. To continually assess provincial social and human resource development needs which the IJDISC might meaningfully address;

This has been an ongoing task of the IJDISC and goes to the heart of the of the necessity for the transition from the first to second

phase orientation.

More recently, as a by-product of attempts over the past six months to reorganize the IJDISC as an independent yayasan a significant amount of time and energy on the part of staff and close advisors has been going into efforts to establish IJDISC goals and strategy. The evaluator suspects that part of the contrast between clarity of thought concerning goals and strategy and confusion in the actual state of affairs in organizational structure and activities probably represents a transitional phase in which the new ideas systemized in the past months have not yet been put fully into practice. If this is the case, then it can be expected that in the coming months (if IJDISC can be held together at all) that a more rationalized organizational structure and activity plan will emerge. The initial objective in this regard is then clearly being met.

2. To begin making the necessary contacts and collecting the relevant development literature, both domestically and internationally, especially including information on past experiences of relevance within Irian Jaya itself;

This objective, in its initial sense, was being achieved from the outset with the establishment of the Documentation Center. In later stages, with the shift to a more involved community development approach, "making contacts and collecting relevant information" has taken on a different meaning. Nonetheless insofar as a significant portion of the IJDISC's energies are being devoted to this task it is clear that this objective is also being met.

3. To begin establishing systems which will enable appropriate information dissemination to concerned individuals and agencies, including the publication and circulation of a periodic newsletter or other comparable documents;

A partial listing of the more than fifty document which the IJDISC has produced is given in the KdK. These have included reports on conditions and key issues in various locales of Irian Jaya, specific survey reports, notes on health and nutrition, teaching papers on various topics (such as maintenance of sago-based dietary patterns), and progress reports on community development projects. As a result of the reorientation of the IJDISC beginning early in 1983, there has of course been a corresponding shift in the types of information contained in these publications.

The publication of the well-organized and widely distributed KdK has also clearly contributed to the ongoing achievement of this objective.

- 10
4. To define, on the basis of initial experience, mid-term and long-range objectives for the IJDISC, and to then work toward establishing the institutional relationships and organizational structures which will facilitate the ultimate attainment of those objectives;

Again, there is an ongoing attempt to establish objectives in the context of the Phase II orientation and an important element in this orientation is the need to become involved to some extent directly in community development. This process has not proceeded without difficulty. As will be discussed in greater detail in the following chapter, it appears that at least part of the difficulty lies in the legacy of Phase I assumptions and expectations concerning the center. In this regard it is useful to note that as would be expected this objective, as stated above, places establishment of the institutional means for achieving mid-range and long-range purposes logically after definition of those purposes. Attempts in recent months to garner support for present IJDISC activities from a long inactive Steering Committee in fact results from a reversal of this logic in which the Steering Committee itself may not be the best means for achieving what have now become the objectives of the IJDISC. If present IJDISC attempts to achieve this objective are to be fruitful, it may be necessary (as will be suggested in the following Chapter) to call into question the utility and permanency of this initial policy-making institutional structure. Most important, only if the present impasse concerning these issues can be resolved will it be possible to realize achievement of this fourth IJDISC objective.

5. To solicit and activate the widest possible involvement and support for IJDISC operations among the various concerned agencies working in Irian Jaya province.

Among the five objectives listed here, the IJDISC has had the least success in meeting this one. Again, however, there have been important changes in the assumptions about what constitutes the target agencies. Theoretically at least three different groups of agencies are to be included--educational establishments (UNCEN and, e.g. APDN), church and missionary organizations, and local government. While the UNCEN student body has been the major source of new staff and the university has long served as the "home" of the IJDISC, the teaching and research staff has not shown much interest in the center. Several church and missionary groups have long been among those most closely associated with the IJDISC, but again this has tended to occur on an individual rather than institutional basis. Finally, though several district and regency heads as well as persons in key government departments are among those supportive of the IJDISC, this again appears to have occurred on an ad hoc basis rather than on the basis of long-term goals and strategy.

#### 4. THE PRESENT DILEMMA

##### 4.1 Major Problems Confronting the IJDISC

Based on the evidence presented in Chapter 3, it should by now be apparent that the IJDISC, even given the major changes in direction which have occurred, is making progress toward achieving most of its primary objectives. Most importantly, its potential as the only secular LPSM now in Irian Jaya makes continued efforts to meet these challenges important.

Nonetheless, two major interconnected challenges presently confront the IJDISC and these have led to the distinct possibility that the IJDISC, as a single, viable entity in its present form, may not survive past the next few months. First, the continuing struggle to define coherent purpose and direction for the IJDISC is leading to both confusion on the part of donors and potential supporters and to lack of a coherent strategy on the part of IJDISC leaders for continued IJDISC growth. Second, the present impasse concerning the formation of a yayasan with the attendant problems of funding after the 30 June TAF grant deadline, is having a debilitating effect on the IJDISC since it brings into question the viability of the center as it is now constituted.

In order to find solutions to these problems, it will be necessary to analyze briefly the initial assumptions and subsequent processes which lead to their emergence. It is strongly suggested that based on this approach positive steps can be found for maintaining the IJDISC as a unified and viable entity with a clearer sense of direction and purpose.

##### 4.2 Problem of Unclear Purpose and Direction

Many of the badan pendiri members and others in Irian Jaya as well as representatives of the donor agencies interviewed in the course of this survey expressed confusion and often dismay concerning the perceived "unclear purpose and direction" in the activities and publications of the IJDISC. In the case of those who have not followed the development of the IJDISC this might be interpreted as a simple lack of knowledge, but it was also a common and central theme on the part of most of the closest associates and advisors to the center. Moreover, the staff members and the Director himself spoke constantly of the necessity, but continuing difficulty of "defining objectives and establishing direction".

Some of this apparent "uncertainty" results from genuine difficulties which would be faced by any such newly established organization in the complex milieu of Irianese development. However, it also appears to be the result of a failure to fully recognize the contradictions between initial assumptions about the potential of the IJDISC and the actual on-the-ground conditions to which the leaders of the IJDISC had to adjust. In an earlier section it was pointed out that although the new Director brought to the IJDISC a specific development orientation, the subsequent changes in the center (what has been summarized here as

Phase 2) were primarily made in response to conditions which had already emerged prior to and quite independent of his leadership.

At least five different initial assumptions and problem conditions which these assumptions eventually produced can be identified in this regard:

1. While it was recognized from the outset that a major task of the IJDISC would be to interest missionary and other groups in community development activities, it appears that an implicit assumption was made that these groups were already institutionally in a position to take advantage of the technical information and expert consultancy services which the IJDISC was prepared to provide--that all that was needed was to make these services available and they would find an immediate "market". The strong verbal support for these plans given to The Asia Foundation Representative and the Timm/Eng consultancy team may have obscured the actual lack of personnel and experience which would severely limit the ability of most of these groups to actually turn expert technical advice into concrete projects. In fact, many of the Steering Committee organizations have only in recent years begun to move in this direction. Consequently, neither the nutrition consultant nor the information coordinator met with the spontaneous outburst of requests for assistance which had been anticipated--clearly some redefinition of purpose was becoming necessary.
2. A second major implicit assumption on the part of those who drafted the initial plans for the IJDISC was that relevant technical information immediately applicable to development needs in Irian Jaya would be available. In fact, such information was severely limited. First, the only area with an ecological, ethnic, and historical background similar to Irian is Papua-New Guinea. Second, those materials which are immediately applicable to local conditions in most of Indonesia and in fact most of Asia are tailored to peasant agricultural societies, not swidden agriculturalists and hunter/gatherers. Consequently, if IJDISC was to serve as a reliable development information disseminator, then some mechanism had to be found for gaining an understanding of problems and issues being faced by indigenous communities and for gathering direct evidence for the relevance and limitations of specific techniques in the Irianese context. Since few other groups with such a capacity existed in Irian Jaya, the IJDISC itself became directly involved in local community development projects (what was called the "social laboratory concept").
3. A third implicit assumption in the creation of the IJDISC was that basic survey data about development needs and potentials in different areas of Irian Jaya had already been collected by the existing organizations and merely needed to be gathered, collated, and redistributed by the IJDISC. In fact the IJDISC staff found that though some such materials did exist, they were often highly selective in their observations and were often much out of date in this rapidly changing province. Consequently every available opportunity to carry out surveys and to upgrade staff abilities to carry out such surveys was taken. Moreover, given the action research

perspective of the new Director (discussed earlier) it was felt that the best way to upgrade staff abilities to recognize what is important in such surveys is have them take part in the community development process which follows from them. Thus, again, the IJDISC began to become increasingly involved in actual community development projects.

4. A further assumption concerned the desirability of moving rapidly toward "Indonesianization" and preferably "Irianization" of the IJDISC staff. Such an assumption was clearly not a salient component of the Timm/Eng recommendation and could not reasonably have been given their concentration on providing high quality technical backstopping and information (requiring, e.g., fluency in English). The difficulty of finding non-Irianese Indonesians with sufficient qualifications and willing to work in Irian Jaya, much less of finding such an Irianese not already heavily committed to other pursuits has already been discussed. The only alternative under these conditions is to find and train local personnel and it was recognized by the IJDISC leaders that this in itself must fundamentally alter the capabilities of the IJDISC away from its initial objectives, since: 1. Much time must be spent in training several staff members to replace a single generalist consultant, 2. Consultant trained local staff cannot reasonably be expected to attain the degree of expertise in a given subject possessed by the consultant and therefore cannot serve in technical backstopping in the same capacity, and 3. Local trainees almost never have the command of English which would give them access to the kinds of quality technical information routinely available to the consultant.
  
5. The final assumption that it would be desirable, feasible, and possible to form a yayasan within a relatively short time period emerged in response to the demand on the part of both The Asia Foundation and USAID that IJDISC move quickly toward financial self-sufficiency. Though it had been expected on the basis of the Timm/Eng report that the Steering Committee would provide financial support this proved to be entirely unrealistic. Yayasan status was then seen by the IJDISC and its close advisors as a platform from which outside funds could be solicited.

Taken together the above list of conditions which had emerged by early 1983 made a reorientation of the IJDISC inevitable. George Aditjondro's leadership instilled a degree of purpose and direction to the IJDISC which probably otherwise would not have been possible to achieve under the circumstances. As it happened, given Aditjondro's specific and unique background (for which he was in fact chosen for the position) the emerging potential of the IJDISC as the LPSM in Irian Jaya with significant contacts with other LPSM's in the country is not at all surprising and should be seen as a very positive development.

Nonetheless, it is apparent that the full implications for the IJDISC of the shift from Phase I to Phase II has not been recognized by either The Asia Foundation and USAID, by many of the potential and

IJDISC supporters in Irian Jaya, or by the IJDISC leaders themselves. For this reason a number of the central expectations concerning the IJDISC are in fact legacies of Phase I and as such are no longer appropriate.

One expectation concerns the presumed importance of achieving the full support of the widest possible range of organizations on the Steering Committee. This assumption appears to have emerged early in the planning process, but is now not only clearly in error but threatens to bring the IJDISC to an early demise. This issue is dealt with in more detail in the following section.

A second expectation concerns the notion that the IJDISC should be able to locate and train staff members rapidly. The Asia Foundation recognizes that a major shift in orientation has occurred and in fact has been supportive of it in principle, yet it appears to be assumed that since there is no longer an expectation of finding highly qualified 'experts' that "any local workers will do". This is clearly not the case since it is still immensely difficult to find local people with the appropriate mindset to work in an LPSM. Moreover, even though part of this mindset involves willingness to sacrifice personal gain in the interests of others, it is still necessary to provide minimal job security. The less secure the IJDISC budget is and the more potential staff members observe the kinds of uncertainty surrounding John Strand's contract extensions, the more difficult it is to convince them that their sacrifices will be meaningful and the IJDISC will still exist a few months down the line.

For this reason, to the extent possible, a clearer communication of long term commitment and limitations in that commitment needs to be made by the Asia Foundation. In the past, there was strong indication of such commitment with perhaps too little indication of the limitations. But in recent months, there has been too much emphasis on commitment limitations without adequate knowledge of what was occurring in Irian with the result of a widespread feeling on the part of those interviewed in Irian Jaya that The Asia Foundation simply wants to bring to an end, as rapidly as possible, all its activities in the province.

A third expectation which has been held over from Phase I is that the IJDISC would be able to serve from time to time as a home institution for expert consultants funded by outside donors. While this was fully in keeping with the original conception of the IJDISC it must now be considered in the light of Phase 2 capacities. Given above descriptions of the IJDISC Phase II orientation, it should be clear that the center's leaders will be primarily interested in those technical experts which can increase IJDISC capacities to carry out and to stimulate grassroots community development. There are still only limited possibilities for the "roving" single-field type of expert consultant unless such a consultant brings with him or her travel funds and available time to spend long periods (perhaps one to two months) in specific locales setting up concrete projects.

A fourth Phase I derived expectation concerns the notion that the IJDISC can and should be able to generate funds locally. To some extent this will be a growing possibility, but it is unrealistic to assume that local organizations are willing at present to pay for IJDISC services. What the IJDISC now primarily has to offer is a relatively new orientation to community development and the rallying of supporters to this approach will take time and demonstration of the approaches utility.

For some time to come then the IJDISC will necessarily have to rely on other sources of funds. Given the LPSM approach to development, the present IJDISC can and if necessary will scrape by on whatever local resources can be marshalled. However, the opportunity exists on the part of external donors to strengthen the LPSM approach and to speed up the LSM formation process by providing relatively limited resources to the IJDISC.

A reexamination by all parties of the above noted Phase I assumptions and subsequent expectations, would probably lead to a clearer vision of the potential and limitations of the IJDISC as it exists today. Most important perhaps there would be a fuller recognition that the IJDISC already has a purpose and a direction--that of the only Irianese LPSM capable of stimulating the emergence of LSMs in the province. Though many of the figures most closely associated with the IJDISC inherently recognise this, most are still struggling with the baggage of at least some of the Phase I assumptions and expectations, and this has led to a degree of confusion in terms of both laying growth strategy for the IJDISC and for communicating IJDISC objectives to donors and to potential local supporters.

#### 4.3 Present Impasse Concerning Formation of a Yayasan

The major challenge now facing the IJDISC involves the inability of the badan pendiri to come to a common and acceptable understanding concerning the purpose and direction which the IJDISC should take. While the ideological differences between the member organizations had long been recognized, as late as June 1983 The Asia Foundation still suspected that the basic reason for the failure to make progress toward formation of a yayasan was largely due to lack of personal diplomacy on the part of the IJDISC leaders (e.g., the SIL director had never even been visited by the Director). While it was true that this factor was a contributing one, it now appears in retrospect that a more fundamental problem was emerging with regard to differences in the ideologies and interests of the Steering Committee members. This problem was brewing from the beginning of the shift from Phase I to Phase II center orientations, but was hidden precisely because the Steering Committee for all intents and purposes took no part as a unit in debating IJDISC development. Major conflicts only arose when the Steering Committee began to be pushed by The Asia Foundation and its consultants to get on with the formation of a yayasan. This appeared to be a simple matter, but in fact it went to the core of conflicting viewpoints among Steering Committee members.

At this point it will be useful to examine briefly two of Phase I assumptions which only now are being called into question by a few of those involved. One of the core assumptions made at the time of the Timm/Eng report and on the basis of which the IJDISC was subsequently founded, was the implicit notion that the widest possible support for the center could be marshalled by placing as many as possible of the potential recipients of its services on the Steering Committee, and hence, in a position of authority over the IJDISC. This assumption was implicit in Father Timm's numerous references to the fifty member "Steering Committee" of his relatively successful ADAB service in

Bangladesh. Given realities in Irian Jaya this was reduced to six members, but the principle was the same.

The second assumption already discussed above concerned the continued belief on the part of The Asia Foundation that the reason for failure to make progress toward yayasan formation lay in lack of personal diplomacy. While this may have been a reasonable interpretation of conditions during the months after Hein's survey visit in June, by December and January there was sufficient evidence that more fundamental problems probably existed, for despite Steering Committee members assurances to the contrary in June, they were still not cooperating and not a single member answered the TAF letter of inquiry sent out in September 1933.

The Asia Foundation was coming under strong pressure by USAID to provide explanation for the slow progress and AID was not satisfied with the Foundation's assertion that all was on track but merely occurring more slowly than expected. Unfortunately, The Asia Foundation acting on what is now clear was partially inadequate, partially false information, kept up pressure on the IJDISC and the Steering Committee to proceed as rapidly as possible with yayasan formation. Under the circumstances this led to the impasse in choosing of the badan pengurus described in Chapter 2 and consequently to the present possibility that IJDISC in its present form may be dissolved.

Given these rather negative developments it is useful to reconsider the initial core assumption mentioned above--i.e., that authority over IJDISC policy of the IJDISC would guarantee cooperative support. Obviously throughout most of the IJDISC's brief history, the Steering Committee as a unit has neither exercised guidance nor given much material support. Control, or potential control, has not guaranteed support in real terms.

Perhaps a more realistic assumption would be that support would primarily come from appreciation of and dependency on the services which the center offers. The quality of these services in turn depends on the clarity of purpose and singularity and coherence in policy guidelines issued by the policy making body. These points argue not for the continuation of a controlling body with ideologies and interests as diverse as possible, but for the establishment of one with a relatively unified development philosophy. Given the relative newness in Irian Jaya of the LSM orientation presently guiding the IJDISC, it is not surprising that it is difficult at this point to find a large number of organizations which understand what is being attempted.

These issues appear to have been recognized by the framers of the proposed Charter, as the badan pengurus was to get around the divergent viewpoints and interests of the badan pendiri. It was hoped that by using the recommended criteria an acceptable badan pengurus could be selected which would be capable of providing the IJDISC with guidance it required. However, what was not adequately taken into consideration was the problem of the political process whereby an acceptable badan pengurus could be selected without all of the potential differences within the badan pendiri emerging. What in fact happened was that the badan pengurus members proposed by the formateur represented a funneling down of the opposing viewpoints and interests of the badan pendiri members rather than a unified approach to community development. Perhaps most disturbing is the growing recognition that the problem of choosing a badan pengurus is not an isolated one but in fact represents

merely one manifestation of deeper structural problems connected with the whole policy-making mechanism of the IJDISC.

At this point, in searching for a solution to the present impasse, it is worth reconsidering the approach which has been and is still being taken to the issue of "control" and "guidance" of the IJDISC. If the problems which are being experienced are in fact inherent in the very structure of badan pendiri as it is now constituted, and this situation is in fact a legacy of Phase I assumptions about IJDISC purposes, then the present IJDISC would be best served by abandoning those assumptions and the structure. This means disbanding of the now deadlocked badan pendiri.

Since the IJDISC is in fact no longer the IJDISC of Phase I plans (and cannot be) bold steps need to be taken now to give it a policy generating mechanism appropriate to its present needs. What should be considered at this point is the formalization of the defacto policy-making body of the IJDISC--i.e. a limited number of staff members and close advisors with intimate knowledge of the center and its potential as the emerging LPSM in Irian Jaya. It is in fact formalization just group which the framers of the Charter had in mind with the addition of the badan pengurus over the IJDISC staff. Importantly, this group should consist of individuals not organizations since what is to be sought in this group is not institutional support, but detailed understanding, similarity of development philosophy, and the motivation and commitment to growth of the IJDISC. Institutional support, which is of course also essential if the IJDISC is to accomplish its purposes, should be sought on the basis of the services the center provides to various potential supporters and on the the degree to which it successfully convinces potential supporters that its approach is a sound one.

Concerning participation of the IJDISC staff on this policy-making body, it should be noted that in many LPSM organizations in Indonesia, the policy-making body is the core staff membership. In the case of the IJDISC, which it is hoped will come to serve as the major disseminator of LSM-centered development philosophy in Irian Jaya, no sound apriori argument could be found for denying the permanent staff a full participant voice in policy-making. There is no reason to continue now with the Phase I assumption that staff members, now effectively in the employ of The Asia Foundation, should simply be transferred to the employ of a Steering Committee.

In terms of practical movement toward achieving such a transition, it will be necessary for the two institutions which retain ultimate responsibility for IJDISC at present--UNCEN and TAF--to temporarily take over full responsibility for the IJDISC and, on the basis of the present impasse in moving toward establishment of a yayasan, dissolve the badan pendiri (this board, established by the Charter, has not yet been legalized through an akta notaris, being instead merely a provisional attempt by UNCEN and TAF to move toward a yayasan). After a period of due consideration and of consultation with TAF, IJDISC staff, and close advisors to the IJDISC (perhaps taking one to two months) UNCEN should appoint a group of individuals, as described above to form a new, again

provisional, badan pendiri which will draw up a provisional Charter. These individuals should have the following characteristics:

1. Each should have a basic familiarity with the history, problems, and potential of the IJDISC.
2. Each should have some minimal degree of experience in community development as this concept is presently defined by those closest to the present IJDISC.
3. Each should live in the immediate vicinity of Jayapura/Abepura and have adequate time and motivation to take part in deliberations on a regular basis.

## 5. SUMMARY OF RECOMMENDATIONS

### 5.1 Introduction

At this point it will be useful to summarize the suggestions made in the previous chapters as a series of concrete recommendations. These recommendations are directed primarily to The Asia Foundation, but also indirectly to UNCEN and to USAID.

Underlying the following recommendations are two assumptions: First, that the interpretations of IJDISC history presented in this report are essentially correct (especially concerning the persistence of certain Phase I assumptions about ISDISC). Second, that The Asia Foundation wishes to continue to provide development assistance in Irian Jaya.

### 5.2 Basic Approach to the IJDISC

The potential benefits to the Irianese development community of introducing and strengthening grassroots, self-help approaches as the IJDISC is attempting to do appear to be clear. On the whole, the development of an LPSM role and capacity which has characterized IJDISC activities in Phase II should be viewed as a positive step to be supported and nurtured rather than resisted. The Asia Foundation needs to encourage the IJDISC to proceed boldly in its efforts to grow along the lines which it has in fact already chosen. Earlier assumptions about what the IJDISC might have become had circumstances been different should be abandoned by all involved.

At present many of those interviewed in connection with the IJDISC and with GA 78-6 grants generally were greatly confused about the Foundation's intentions; many assume that the Foundation is no longer interested in supporting the IJDISC or in supporting development in the province more generally and that it is in fact in the process of rapidly disengaging itself. If The Asia Foundation does intend to continue programming in Irian Jaya and agrees that the IJDISC is an important resource to be nurtured (this is the position of the evaluator), then the center's staff and its close advisors need to be given unambiguous assurances of long term support by the Foundation, as well as clear indications of constraints on and limitations to that support. This is not a recommendation that a blank check be issued, but rather that a clear overall TAF policy concerning the IJDISC specifically and Irian Jaya generally be developed and communicated.

### 5.3 Immediate Needs of the IJDISC

The most immediate need of the IJDISC is to find a solution to the present impasse concerning its reorganization into a yayasan. This is not so much because formation of a yayasan will solve other major problems but because the present ambiguity of the situation and the conflicts emerging between badan pendiri members are debilitating and demoralizing for the IJDISC staff and donors. The first step is to determine what are in fact more important internal develop-

It is therefore recommended that, in light of the present impasse, The Asia Foundation should give its full support to a move by UNCEN to disband the present badan pendiri, set aside the proposed Charter (neither the board nor the Charter has ever been legalized), and over the next one to three months, help UNCEN to carry out the organization of a new badan pendiri consisting of inidividuals with the qualifications listed earlier.

Given the need for flexibility in bringing the process to completion under the present difficult conditions, it is further recommended that the Asia Foundation request, on the basis of this report and upon reasonable assurances from UNCEN and the IJDISC Director that the recommended steps will be taken, that one final six-month extension of GA 78-6 be agreed to by USAID.

Given the immediate need for training of the IJDISC staff members who are replacing the Information Coordinator, John Strand, it is strongly recommended that Strand be recontracted for a limited but adequate period to return to IJDISC and carry out this training process. Exactly how long this period should be needs to be further considered, though a period five to six months beginning in June (perhaps the soonest that Strand will be available) would appear reasonable.

#### 5.4 Long Term Needs of the IJDISC

If, as is clearly being recommended, The Asia Foundation decides to continue its support for the IJDISC there are several areas in which financial assistance would prove useful.

In order to ensure rapid institutional growth of the IJDISC some form of at least minimal financial stability needs to be guaranteed. Such stability will make it easier to attract potential staff members, to continue to build up the Documentation Center and Information Service, and to establish and maintain office routines. Strength in these areas will make aquisition of funds from other sources for more "action-oriented" activities easier. It is therefore recommended that, if the IJDISC can be successfully reorganized as an independent yayasan in the coming months, that The Asia Foundation continue to provide core support (perhaps with USAID funds) renewable yearly on review for an initial period of three years. At a minimum this support should cover routine office costs, staff salaries and training funds, publication costs for the newsletter and reports, and acquisition costs for books and periodicals. There is sufficient evidence that the center will be capable of soliciting community development activity funds from other sources.

One of the most important needs in developing a viable LPSM in the context of Irian Jaya is to expose the IJDISC staff to more established LPSMs in other parts of the country. Training and staff development funds should therefore be an important component in any financial support offered to the IJDISC by the Foundation.

Another form of support which would serve to both strengthen the IJDISC and to stimulate the growth of LSMs throughout Irian Jaya would be to provide funds for limited LSM projects. As one example of how this could be done, in Appendix 3 it is suggested that blocks of scholarships for skills training in the government Vocational Training

Center might be provided to several nascent LSMs which would work closely with participants before and after VTC courses.

### 5.5 The Asia Foundation in Irian Jaya

In Irian Jaya, as in any other area of Indonesia, there is a need for special expertise on the part of donor agencies to minimize wastage of valuable resources, to avoid inadvertent exacerbation of existing problems, and to zero in on key development issues in the area. However, Irian Jaya presents special complexities--ethnic, ecological, political, economic, and religious--requiring greater understanding than might be the case in almost any other area of the country.

Given the history of The Asia Foundation in Irian Jaya in terms of its experience and numerous contacts there would appear to be no more suited organization to play a major role in programming funds from outside sources such as USAID. However, in order to realize this potential, a sizable investment in terms of personnel time needs to be made. For this reason it is recommended that if The Asia Foundation Intends to remain involved in the province to the extent earlier required during the life of GA 78-6, then a full-time or at least no less than half-time Project Officer should be assigned to this task. Furthermore, he or she should spend most of his or her time in Irian Jaya.

Specifically concerning the IJDISC, once it has reached a stage in which it can operate more or less independently (it is approaching but has not yet reached that stage) the Foundation might consider providing core support funds through one of the more established LPSMs in Java. This would have the multiplier effect\* of both strengthening the IJDISC and strengthening the Indonesian LPSM infrastructure as a whole.

Appendices

Appendix 1: Terms of Reference for the IJHRDP Evaluation

A1.1 Introduction

Since the initiation of the Irian Jaya Human Resources Development Program in May 1978, the program has undergone a significant shift away from the multi-faceted programming effort it was initially designed to be. Due to delayed availability of USAID funds and to a belated recognition of the generally poor development infrastructure in the province, funds for this program were redirected beginning in 1980 to support the establishment of the Irian Jaya Development Information Service Center (IJDISC) in cooperation with Cenderawasih University. The IJDISC was designed to serve as an information resource and dissemination center for groups actively involved in human resource development in Irian Jaya province.

In its first two years of operations in Irian Jaya, the IJDISC has undergone a dramatic process of maturation. It now provides a number of important and unique services in the province and is in the process of a reorganization which will allow it greater flexibility for soliciting outside funding.

In as much as funding by The Asia Foundation under the present USAID grant is scheduled to end 30 July 1984, an assessment of the program, especially of the IJDISC, seems appropriate at this point to determine the extent to which initial objectives have been achieved, to determine the strengths and weaknesses of the IJDISC, and to provide a basis for future programming in the province.

Given the historical division of the Irian Jaya Human Resources Development Program into pre-IJDISC and IJDISC phases, the evaluation (and subsequent report) will also be divided into two parts. One part will be a review of evidence of impact of the earlier grants begun in 1978 and the other will review the development, present conditions, and future prospects of the IJDISC.

The overall objectives of the evaluation will be:

- 1) To assess evidence for impact from grants made to groups other than the IJDISC (primarily between 1979 and 1981).
- 2) To assess and make recommendations concerning the organization, activities of, and support for the IJDISC.

A1.2 Part I-Early Grants

Several grants were made to a number of institutions out of the original IJHRD program funds from USAID (GA 78-6). These included grants for projects to the Irian Jaya Joint Development Fund (IJJDF), to the Jayapura Vocational Training Center (VTC), to the UNCEN Faculty of Agro-Sciences at Manokwari, to UNCEN Abepura, to Summer Institute of Linguistics (SIL) and to the Catholic missionaries in Agats. Most of the activities involving these grants have been completed and reports have

been made. However, a follow-up consideration of present evidence for impact in the case of these initial grants would be useful to The Asia Foundation for future programming outside of the IJDISC if this alternative should at some point be considered.

Information for Part I will be gathered almost exclusively through interviews with key personnel in Jayapura (VTC, SIL), Abepura (UNCEN), Manokwari (UNCEN Faculty of Agro-Sciences), and Agats (Catholic missionaries).

### A1.3 Part II-Irian Jaya Development Information Service Center

The primary objectives of Part II of this evaluation will be to review the development, present condition, and future prospects of the IJDISC and to make recommendations to both the IJDISC and to The Asia Foundation concerning future programming where the center is concerned. Two questions will be of central importance: First, to what extent have IJDISC administrative organization and activities, as presently constituted, contributed toward the achievement of stated objectives of the program. Second, what is the present and potential role of IJDISC in development efforts in Irian Jaya.

Four topical areas will be considered in the course of this part of the evaluation: 1) degree of achievement of IJDISC objectives, 2) administrative organization and plans for reorganization, 3) program activities in relation to IJDISC objectives, and 4) support for the center from government, UNCEN, and other NGOs in Irian Jaya.

#### A1.31 Achievement of IJDISC Objectives

The original objectives of the IJDISC as stated in the initial Letter of Agreement between TAF and UNCEN were as follows:

- a) To continually assess provincial social and human resource development needs which the IJDISC might meaningfully address;
- b) To begin making the necessary contacts and collecting the relevant development literature, both domestically and internationally, especially including information on past experiences of relevance within Irian Jaya itself;
- c) To begin establishing systems which will enable appropriate information dissemination to concerned individuals and agencies, including the publication and circulation of a periodic newsletter or other comparable document;
- d) To define, on the basis of initial experience, mid-term and long-range objectives for the IJDISC, and to then work toward establishing the institutional relationships and organizational structures which will facilitate the ultimate attainment of those objectives; and

- e) To solicit and activate the widest possible involvement and support for ID-DISC operations among the various concerned agencies working in Irian Jaya province.

Part of the task of this evaluation will be to assess the extent to which these objectives have been achieved since the establishment of the IJDISC. Any significant shift in objectives or addition of new objectives will also be examined in detail, both in terms of the nature of such changes and the rationale behind them.

#### A1.32 Administrative Organization and Plans for Reorganization

A review will be made of the administrative organizational structure of the IJDISC with special emphasis on: a) roles and relationships between the Steering Committee, the Coordinator, and the Director; b) the decision-making process within the IJDISC; and c) the rationale of and progress toward the reorganization of the IJDISC along the lines previously indicated to The Asia Foundation.

#### A1.33 Program Activities

Brief reviews will be made of each of the key IJDISC program activities, including the documentation center, information service, networking, strengthening existing institutions, field surveys, and community extension. The major purpose of these reviews will be to determine the extent to which each contributes toward the achievement of overall IJDISC objectives. Given time constraints on this evaluation, the heavy emphasis on the activities component desired by the IJDISC will not be possible, though the evaluator will spend as much time as possible reviewing these activities.

Based on information obtained in the course of the study, recommendations will be made concerning possible improvements in the services and/or additions in services which the IJDISC might offer.

#### A1.34 Support for IJDISC in Irian Jaya

In as much as the IJDISC is expected both to serve and to draw upon key organizations and institutions concerned with development in Irian Jaya--government, university, missionary groups, post-secondary educational institutions, etc.--it is important to ask to what extent the center has been successful in marshalling their support for its existence and for its activities? As part of this evaluation, therefore, an assessment will be made of the support which the IJDISC presently enjoys among these key groups. An important consideration will be the extent to which the IJDISC has been able to identify and secure future sources of funding.

On the basis on these inquiries, recommendations will be made concerning possibilities for improving outside support for the center and for strengthening its ability to solicit and attract outside funding for its programs.

A1.4 Schedule of the Evaluation

The evaluation will take place over period of twenty six working days (including Saturdays) beginning March 15, 1984. Interviews and observations in Irian Jaya will form a major part of the evaluation activities. The tentative schedule is as follows:

- |                      |                                                             |
|----------------------|-------------------------------------------------------------|
| March 15-21          | Review of files and documents in the TAF office, in Jakarta |
| March 22             | Travel to Jayapura/Abepura                                  |
| March 23-26          | Interviews in Jayapura/Abepura                              |
| March 27             | Travel to Agats                                             |
| March 28             | Interviews in Agats                                         |
| March 29             | Travel to Jayapura/Abepura                                  |
| March 30-<br>April 2 | Interviews in Jayapura/Abepura                              |
| April 3              | Travel to Manokwari                                         |
| April 4              | Interviews in Manokwari                                     |
| April 5              | Travel to Jakarta                                           |
| April 6-13           | Write-up of the Report                                      |

## Appendix 2: A Brief Review of Non-IJDISC IJHRDP Grants

### A2.1 Introduction

The Irian Jaya Human Resources Development Program was designed to respond to the tremendous human resource development needs in Irian Jaya discussed in the text of this report. The program focused on attempts to extend relevant practical training and economic opportunities to both indigenous people and newcomers to the province. In order to strengthen the best aspects of the existing infrastructure, assistance was primarily provided to a limited number of institutions already operating in the province. The result was a widely targeted programming effort not dissimilar to what is now more often achieved through USAID block grants. Around 1980 the program was redirected to the founding and development of the IJDISC.

While most of the projects which were completed and reported upon by mid-1982, some will continue until the scheduled deadline on 30 June 1984. In an effort to gain insights into the longer term impact of the projects carried out, the evaluator spent part of his time in Irian Jaya collecting follow-up information on these projects.

Seven groups were the primary recipients of this assistance:

1. Cenderawasih University in Abepura
2. Cenderawasih University (Agriculture Faculty in Manokwari)
3. Irian Jaya Joint Development Foundation (IJ-JDF or JDF)
4. Jayapura Vocational Training Center
5. Summer Institute of Linguistics
6. Catholic Diocese of Jayapura
7. Catholic Diocese of Agats

### A2.2 Projects at UNCEN in Abepura

One of the grants made to UNCEN was to the Vice Rector for Student Affairs (Otto Wospakrik) to undertake a masters degree program in Educational Administration at Xavier University in the Philippines. Though he completed his coursework for this degree and came back to UNCEN to gather data for his thesis, there were disagreements concerning the topic on which he would write. Subsequently, he became involved in other activities and never completed the thesis. In June 1983 he was awarded a Fulbright Scholarship and is now pursuing a Ph.D. degree in the Political Science Department of the University of North Carolina.

Two other grants were made for upgrading the staff at the UNCEN library. The first, was for a library science pariana degree at Universitas Indonesia (Mrs. Sungkono Hadi) and the second, still in progress, is to allow a library staff member to study in a non-degree training program at Gadjja Mada University (Menase Kareth). The first is now being groomed for the library directorship and the second will become his assistant.

In discussions at UNCEN it became apparent that a major possibility for TAF programming in the immediate future concerned staff development

for the new Language Center, possibly in the form of a grant for ESL studies.

A2.3 Projects at UNCEN (Faculty of Agriculture) at Manokwari

Two expatriate consultants, Larry and Lucy Fisher, were sent to Manokwari in 1977 before the onset of GA 78-6. Their contracts were extended, however, for an additional 18 months with these funds. Larry Fisher taught courses in rural sociology and served as acting director of the faculty's outreach program (KKN - Kuliah Kerja Nyata). During the later period of his contract he travelled widely in Irian Jaya serving as a "generalist" consultant and his very positive reception in this role had an important effect on the initial plans for the IJDISC. Unfortunately as far as could be determined his work at Manokwari was directed almost entirely at student training and the feeling was that there was limited upgrading of local staff as a result of his long period in residence.

Lucy Fisher taught courses in mycology and in basic laboratory methods. One of her accomplishments was the production of a laboratory techniques manual which is a primary text at the faculty today. Since she tended to work more closely with staff members it was suggested that her presence had a relatively greater upgrading effect on faculty capabilities.

Over a period of approximately two semesters some eight members of other faculties with a range of different specialties were brought to Manokwari for periods of up to several weeks to carry out seminars and to advise students and faculty members. It was felt that this was a major contributor to faculty upgrading and many of the courses and seminars presented at that time were integrated into the curriculum of the faculty.

Two upgrading travel grants were issued as part of GA 78-6. The first was used to send four faculty members (Ir. H.E. Maekbon, Ir. Yan Renwarin, Ir. F.A. Wespakrik, and Larry Fisher) to Papua-New Guinea for a one-month tour of agricultural extension facilities. As part of this tour the group collected books (in English) about PNG agricultural experience and also seeds and cuttings the productivity of which are still being studied before release in the province. Only one of the three Indonesian team members is presently at Manokwari (Maekbon is a DPR/RI member in Jakarta, Renwarin teaches ecology and plant breeding at Manokwari, and Wespakrik is studying forestry at Washington State University).

As part of the TAF Books Program several hundred mostly English titles were sent to Manokwari in 1978 and 1979. On a visit to the library it was determined that, not surprizingly given the almost non-existent English language facilities at the school, to the extent that these books were being used at all they were being used by the few faculty members fluent in English. In addition, many of the books on agriculture appeared to be long out of date some having been written as early as the 1950s.

Around 1980, The Asia Foundation stopped providing funds to the Manokwari Ag Faculty on the assumption that BKS would take up funding for the types of projects which the Foundation had supported in the past. Given competition for these funds, this proved to be incorrect

and since the TAF projects, all of which ended in 1982, there were reported to have been virtually no new projects of this type started. Two programming possibilities were mentioned in the course of interviews. First, it was felt that since the present library staff have no formal training in library techniques, some form of training along these lines would result in greatly improved utility of the faculty's library. Second, there is presently a great need to upgrade facilities and teaching staff in both the general and the soil sciences laboratories.

A third programming possibility, which was not discussed in interviews at the faculty, would involve translation of Papua-New Guinea agricultural texts, especially on horticulture, from English or Pidgin into Indonesian. The special relevance of agricultural advances made in PNG to Irianese development would almost guarantee an extensive readership for such translations.

#### A2.4 Projects of the Irian Jaya Joint Development Foundation

The JDF was originally set up in 1970 as a cooperative venture between the UNDP and the Indonesian Treasury. Initially it was focused on provision of loans to small holder agriculturalists and its loan division and technical assistance sections are still a major parts of its program. As an extension of this initial function the JDF became involved in marketing cash crops (rubber, copra, cocoa) for this purpose set up a subsidiary company, PT JODEFO IRJA. In later years JDF set up two other companies--PT JOUTEFA SHIPPING LINES, wholly owned by JDF, and PT COKLAT RANSIKI, a 4000 Ha. cocoa plantation a new joint venture with a British company. Finally, the JDF owns and operates a ferro-cement shipyard in Jayapura which is beginning to build steel ships as well.

A small portion of the funds provided in GA 78-6 were in the consultancy of David Quane, a small-scale industry specialist, who in fact had been a TAF funded consultant for JDF since 1976. In subsequent years, Quane served the Foundation informally in screening and monitoring various TAF grants to other organizations. A part of his consultancy he helped create an experimental small-scale "industrial estate" at Waena. JDF staff members indicated that the enterprises involved were set up under the management of PT JODEFA and that they were no longer functioning. The degree to which information or skills gained in this endeavor had been carried over to other efforts could not be determined by the evaluator.

Two training grants were also made to the JDF. The first involved a two month course in India in the field of small-scale industrial estate planning. The recipient of the grant (Nasir Syafrin) is now the manager of the JDF Technical Division. The second involved an on-the-job training related to livestock management in PNG. The recipient of this grant (Jeffory Marien) was shortly thereafter made branch manager of JDF in Sorong.

The director of the JDF indicated in interviews that if possible he would be interested in computer training for staff in the loan office, business management training for PT JODEFO staff (MBA programs recently set up in Jakarta were mentioned), and other financial and supervisory staff training. However, before continuing with such programming for the JDF, The Asia Foundation should learn more about its commercial

aspects and consider the tremendous resources to which the JDF already has access.

#### A2.5 Project of the Jayapura Vocational Training Center

The Vocational Training Center (VTC) is a provincial educational institution which was set up under the auspices of the Department of Manpower in 1969. The purpose of the center is to train persons within the province in a wide range of skills including, e.g., radio repair, carpentry, welding, machine operation, and engine maintenance. Each course offered has twenty students and lasts for three months. (In some cases three months is enough to gain rudimentary skills in others it is not, but this is the regulation). Following a request by the governor, 70% of all graduates should be indigenous Irianese. In 1982 the VTC began to operate Mobile Teaching Units, essentially extension courses, which greatly increased their yearly output.

Although there were strong hopes for future cooperation with the VTC when the IJHRDP proposal was first presented to USAID, for reasons which are still not clear the VTC simply failed to follow-up. Consequently, only a single project was carried out consisting of scholarships for a typing course for a group of highland tribal Irianese sponsored by a missionary group.

The director indicated that the center was in need of both equipment replacement and staff training. Should assistance be offered to the VTC in the future, however, an inherent shortcoming in its operations needs to be kept in mind--i.e., that it has no mechanism for determining the initial level of competence of its students (placement in the school is determined locally by village and district government representatives), nor does it have any follow-up mechanism once coursework has been completed. For these reasons, perhaps the best way support the VTC and to draw upon its strengths would be through blocks of scholarships offered to LSMs, perhaps under the supervision of the IJDISC, which would carry on preliminary groundwork and follow-up using the VTC training as one component in more holistic approaches to development in specific communities. This would then have the additional advantages of strengthening the role of the IJDISC as an LPSM and of providing "seed resources" for new LSMs.

#### A2.6 Project of the Summer Institute of Linguistics

The Summer Institute of Linguistics (SIL--closely associated with the Wycliffe Bible Translators) is an international protestant/pentecostal missionary organization whose focal activity is the study of the languages of usually remote tribal populations. The ultimate goal of language and literacy-related activity is to facilitate translation of the Bible into local languages, but as a by-product of this process, materials are produced (primers, dictionaries, and readers) which can potentially be used to facilitate more rapid acquisition of national languages.

In Irian Jaya, SIL has been working closely with UNCEN for several years in developing the university's linguistic studies capability. local language groups by SIL teams. Foundation funds are primarily

intended to be used in the reproduction of literacy materials once basic research on the language has been completed. Due to delays in the research component for these four languages the production of writing materials were also delayed but will be completed by the 30 June 1984 deadline.

SIL staff members interviewed indicated that if TAF funds should again become available, that they would seek support for similar studies of other Irianese languages. As was pointed out earlier in this report, language studies and literacy are indeed extremely important activities in the Irianese context. However, from a development perspective the primary purpose of such studies and of the production of literacy materials in local languages must be to further the ability of minority tribal groups to more fully participate on an equal basis in national forums. To achieve this end, the acquisition of Indonesian language is essential. While the government itself must take responsibility for teaching that Indonesian, that task can be greatly facilitated if Teacher's Guides are written in Indonesian as well as in local language (this is sometimes now done) and if local to national writing systems teaching materials are also produced along with local language primers, readers, and dictionaries. Future TAF support for SIL language projects should include these stipulations.

#### A2.7 Projects of the Catholic Diocese of Jayapura

As part of an effort to contribute to the upgrading of Church contribution to social development, funds were made available to send one of their community development workers (Tony Rahawarin) to the Philippines for special training in social work. He was subsequently appointed Social Delegate for the dioceses and has emerged as one of the closest advisors to and supporters of the IJDISC.

Two further educational grants were made to train two persons from the Catholic printing press in Jayapura. One of these men is still working in this job, but the other is now working for the Catholic publishing house in Flores.

#### A2.8 Projects of the Diocese of Agats

The work of the Crosier Fathers among the Asmat people in the southern tidal swamplands has been widely publicized. The Asmat are a hunting and sago-gathering group who are becoming world famous their wood carving. Development efforts here are perhaps as difficult here as anywhere in the province, both in material and in cultural terms. The threat of rapid demoralization and alienation is constant and must be overcome as the first step toward participatory community development.

Since 1974 The Asia Foundation has been providing support for a wide range of community development projects among the Asmat. In a continuation of earlier plans the Foundation drew on funds from GA 78-6 in March 1981 to carry out the following projects:

1. A coconut shredder was bought to replace a worn-out machine provided by the Foundation in 1977. The shredder was used by a high school cooperative specifically formed to instill cooperative work habits

among young people and the cooperative had free access to a coconut grove which had been planted by the missionaries. The coop is now defunct as the trees are now producing fewer coconuts and the resultant oil cannot compete with canned oil now being sold by outsiders.

2. A total of twelve Asmaters were sent to Yayasan Bina Desa or to Bina Social in Java over the past three years. Results have been mixed. Three of those sent for this training were briefly interviewed--the curator of the Asmat museum (Museum of Progress and Culture) who was subsequently an important figure in the establishment of a new LSM, the Asmat Human Rights Committee, and two village leaders in the village of Ayam. All three had emerged as development resource foci in their communities. On the other hand, some of the people sent returned to Agats with superiority complexes and tended to lord over their co-tribalists rather than to serve as resource people. In the future, different criteria will be used for determining who will be sent for such training.
3. Support was given a carving contest project in which participants were housed and fed during the weeks before the contest and given small prize awards for the best carvings. Though this project may appear trivial on first sight it has actually been one of the most successful attempts on the part of the missionaries to instill pride in personal accomplishment and in Asmat heritage.
4. Support was provided for the continuing build-up of the books collection as part of the museum's community outreach program. This collection containing a wide variety of titles appears to be heavily used.
5. Support was given for two minor projects involving the purchase of Where There is No Doctor, a self-help medical treatment text and for the purchase of lamtoro seeds. The books thrived but the lamtoro seeds did not.

In the course of interviews with the Bishop of Agats (Sowata), ideas for several possible projects during the coming year were mentioned. These included:

1. Continuation of books program for the community library.
2. Continuation and expansion of the carving contests.
3. Training in community development approaches for two men at the one-year Esti Mulia program at Atmadjaja University.
4. Training of a poster-artist in Java and set up of a simple studio in Agats (posters being an important awareness building device).
5. Funds for the establishment of demonstration kiosks where Asmaters can learn the fundamentals of small shop keeping and thereby begin gain some control over the local economy which is dominated by recently arrived outsiders.

In considering any future programming plans for Irian Jaya The Asia Foundation should recognize the unique opportunities presented in the case of the Asmat people. First, a long relationship has been built up with the Crosier Fathers who are quite willing to work closely with the Foundation in considering development strategies. Second, though the challenges to development efforts are great, due to past efforts a core of young Asmaters is emerging who will increasingly be capable of participation in their own development. The confidence building which must serve as the basis for such a transition has in no small way been aided by the growing recognition by young Asmaters that their major art form is highly respected in the outside world. Third, and perhaps most important from the Foundation's perspective, there is the possibility over the next one to two decades that some young Asmaters will emerge in leadership roles in Irian Jaya and this possibility needs to be nurtured.