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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
Washington, D.C. 20523

INDONESIA  
LAND MAPPING, TITLING AND REGISTRATION  
497-0312  
PROJECT PAPER

SEPTEMBER 1980

UNCLASSIFIED

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AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT DATA SHEET</b>		1. TRANSACTION CODE <input type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete		Amendment Number _____		DOCUMENT CODE <b>3</b>			
2. COUNTRY/ENTITY <b>Indonesia</b>				3. PROJECT NUMBER <b>497-0312</b>					
4. BUREAU/OFFICE <b>ASIA</b> <b>04</b>				5. PROJECT TITLE (maximum 40 characters) <b>Land Mapping, Titling and Registration</b>					
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY <b>7 1 83</b>				7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4) A. Initial FY <b>80</b> B. Quarter <b>4</b> C. Final FY <b>81</b>					
8. COSTS (\$000 OR EQUIVALENT \$1 = )									
A. FUNDING SOURCE		FIRST FY			LIFE OF PROJECT				
		B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total		
AID Appropriated Total		800	200	1,000	1,700	300	2,000		
(Grant)		( 800 )	( 200 )	( 1,000 )	( 1,700 )	( 300 )	( 2,000 )		
(Loan)		( )	( )	( )	( )	( )	( )		
Other U.S.	1.								
	2.								
Host Country			657	657		1973	1973		
Other Donor(s)									
<b>TOTALS</b>		<b>800</b>	<b>857</b>	<b>1,657</b>	<b>1,700</b>	<b>2273</b>	<b>3,973</b>		
9. SCHEDULE OF AID FUNDING (\$000)									
A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) FN	232B	055		1,000		1,000		2,000	
(2)									
(3)									
(4)									
<b>TOTALS</b>				<b>1,000</b>		<b>1,000</b>		<b>2,000</b>	
10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each) <b>230</b>							11. SECONDARY PURPOSE CODE		
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)									
A. Code		BS		EQTY					
B. Amount		2,000		2,000					
13. PROJECT PURPOSE (maximum 480 characters) <div style="border: 1px solid black; padding: 10px; margin: 10px 0;">to increase the rate of land mapping, titling and registration and the effectiveness of land administration in rural Indonesia.</div>									
14. SCHEDULED EVALUATIONS					15. SOURCE/ORIGIN OF GOODS AND SERVICES				
Interim		MM YY	MM YY	Final	MM YY				
		06 82			7 83				
					<input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input checked="" type="checkbox"/> Local <input type="checkbox"/> Other (Specify) _____				
16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment)									
17. APPROVED BY		Signature <b>Thomas C. Niblock</b> <i>[Signature]</i>				18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION			
		Title <b>Director</b>		Date Signed MM DD YY <b>08 22 80</b>					
						MM DD YY <b>07 05 80</b>			

## INSTRUCTIONS

The approved Project Data Sheet summarizes basic data on the project and must provide reliable data for entry into the Country Program Data Bank (CPDB). As a general rule blocks 1 thru 16 are to be completed by the originating office or bureau. It is the responsibility of the reviewing bureau to assume that whenever the original Project Data Sheet is revised, the Project Data Sheet conforms to the revision.

Block 1 - Enter the appropriate letter code in the box, if a change, indicate the Amendment Number.

Block 2 - Enter the name of the Country, Regional or other Entity.

Block 3 - Enter the Project Number assigned by the field mission or an AID/W bureau.

Block 4 - Enter the sponsoring Bureau/Office Symbol and Code. *(See Handbook 3, Appendix 5A, Table 1, Page 1 for guidance.)*

Block 5 - Enter the Project Title *(stay within brackets; limit to 40 characters).*

Block 6 - Enter the Estimated Project Assistance Completion Date. *(See AIDTO Circular A-24 dated 1/26/78, paragraph C, Page 2.)*

Block 7A. - Enter the FY for the first obligation of AID funds for the project.

Block 7B. - Enter the quarter of FY for the first AID funds obligation.

Block 7C. - Enter the FY for the last AID funds obligations.

Block 8 - Enter the amounts from the 'Summary Cost Estimates' and 'Financial Table' of the Project Data Sheet.

NOTE: The L/C column must show the estimated U.S. dollars to be used for the financing of local costs by AID on the lines corresponding to AID.

Block 9 - Enter the amounts and details from the Project Data Sheet section reflecting the estimated rate of use of AID funds.

Block 9A. - Use the Alpha Code. *(See Handbook 3, Appendix 5A, Table 2, Page 2 for guidance.)*

Blocks 9B., C1. & C2. - See Handbook 3, Appendix 5B for guidance. The total of columns 1 and 2 of F must equal the AID appropriated funds total of 8G.

Blocks 10 and 11 - See Handbook 3, Appendix 5B for guidance.

Block 12 - Enter the codes and amounts attributable to each concern for Life of Project. *(See Handbook 3, Appendix 5B, Attachment C for coding.)*

Block 13 - Enter the Project Purpose as it appears in the approved PID Facesheet, or as modified during the project development and reflected in the Project Data Sheet.

Block 14 - Enter the evaluation(s) scheduled in this section.

Block 15 - Enter the information related to the procurement taken from the appropriate section of the Project Data Sheet.

Block 16 - This block is to be used with requests for the amendment of a project.

Block 17 - This block is to be signed and dated by the Authorizing Official of the originating office. The Project Data Sheet will not be reviewed if this Data Sheet is not signed and dated. Do not initial.

Block 18 - This date is to be provided by the office or bureau responsible for the processing of the document covered by this Data Sheet.

## Part II - SUMMARY AND RECOMMENDATIONS

### A. Recommendations

Grant: \$2,000,000

(Life of Project: 1980-83, Incremental Funding of  
1.0 million dollars each in FY 80 and in FY 81).

### B. Brief Description of the Project

Why?

Land ownership in Indonesia is relatively more evenly distributed than in many other LDCs (e.g., on Java 55% of the 4.6 million farm owning households control 24%). Land problems for the most part, stem from the uneven population distribution in the rural sector, uneconomic farm size and low productivity. Java, Madura and Bali with 7% of the total land have the most favorable soil and climatic conditions in Indonesia and 64% of the population. On Java where 70% of the total land area is cultivated nearly all the marginal and some of the sub-marginal land is being actively cultivated.

Fragmentation of farms has increased 40% in the last 15 years and is now at the point where 60% of all farms are less than one hectare and about 30% of these are less than 0.25 hectare. There are 8.6 million farms in Java, with an average size of only 0.6 ha. Farms of more than 2.0 ha. account for 4.7 percent by number of all farms in Java and farms of more than 5.0 ha. account for only 0.5 percent. These 2-5 hectare or over farms account for 24 percent of total farm land in Java. As of 1973 73 percent of all Javanese farmers owned the land they cultivated. The effect of fragmentation is to lower farm incomes and increase the disparity between urban and rural incomes, the latter now being 40% below the level observed for urban areas. It is estimated that perhaps 60% of the rural and only 45% of the urban population fall below the poverty line.

As a result of land fragmentation, many small farmers are finding that inherited land parcels are too small to sustain themselves and their families at even a subsistence level. In a recent study, it was estimated that 50% of the villagers in Java are landless and about 40% of farm family incomes are derived from off-farm work. Such pressures; obviously, increase small farmer motivation to sell their property allowing those with financial means to consolidate fragmented parcels under individual ownership in excess of the limits

set by national law. USAID/Indonesia's FY 1980 Country Development Strategy Statement (CDSS) states that "while large land holdings are not characteristic of Indonesian farming, some deterioration in this regard has occurred in recent years. As incomes, particularly in urban areas rise, a tendency toward non-farmer acquisition of farm land (and consequent absentee land lordism) has emerged."

Beyond this, and particularly among small holders, lack of definitive proof of ownership is widespread and restricts credit availability and farmer inclination to invest in and improve the land. At the macro level, the lack of land tenure data listing who owns what, and where; restricts rural poor access to agricultural resources and accommodates illegal land practices divesting small farmers from their parcels; impacts negatively on the effective design, implementation and evaluation of agricultural/rural development projects; and will effectively block implementation of any future land reform/redistribution program undertaken by GOI.

During the past year, land disputes in Indonesia have been reported with increasing frequency and Indonesian land tenure problems have become a topic of debate in national/international magazines and newspapers (i.e., Asia Week, 26 Oct. 1979). As a result of its investigation into the matter, the government has disclosed the impending introduction of a revised land law to stop illegal land practices and to arrest the worsening land tenure situation. Fortunately, GOI fully recognizes its inability to fully ascertain the extent of the country's land tenure problems without an accurate land tenure data base (much less enforce land laws) and intends to implement a national mandatory land registration program to address this crucial constraint. In anticipation of this program, GOI has already attempted mandatory land registration in several pilot areas (kecamatan) using its current Land Mapping, Titling and Registration (LMTR) system. These attempts unfortunately met with little success. As a result, GOI has concluded that it lacks the institutional capability/structure and technical expertise to implement a mandatory land registration program at even a sub-regional level and has subsequently requested AID assistance in developing accelerated methods of LMTR for construction of a land tenure data base.

The AID Agricultural Development Policy Paper (June 1978) lists land tenure and local participatory institutions as the first priority among five functional development categories (AID's Provincial Area Development Project addresses problems of local institutions). The second priority category is agricultural planning and policy analysis (AID's Agricultural

Planning and Administration Project is directed toward this concern). Agricultural research, education and extension are the third priority category and are addressed by AID's Sumatra Agricultural Research Project and the Agricultural Education for Development Project. This proposed grant project is to assist the GOI in developing a land data base to adequately address problems of land tenure.

Considering the importance of agriculture to the people of Indonesia and the economy, anything that can improve the rural population's access to productive resources (land) and guarantee receipt of a fair share of the benefits that could be derived therefrom would also increase their willingness to participate in agricultural/rural development programs. One of the necessary conditions for effective monitoring of land tenure trends and the subsequent enforcement of present/future land laws is detailed knowledge of who owns the land, its location, and its uses. Furthermore, the benefits of such a land tenure data base would be unestimable in stimulating agricultural and rural development with socio-economic equity by facilitating effective planning, implementation and evaluation of agricultural/rural development policies, programs and projects.

#### What?

The broad sector goal of this project is increased access of the rural population to productive resources. One of the necessary conditions for achieving this goal is that small farmers possess proof of ownership and/or use rights to the land on a continuing basis in order to secure needed agricultural credit, production, marketing and service inputs. The project has two foci. The primary focus is to assist GOI in its efforts to accelerate LMTR in rural areas by developing cost and time effective methods of land record keeping, mapping and administration. This will be primarily done by testing such methods in a pilot project at three sites located in Central Java, West Sumatra and South Sulawesi. The project's secondary focus is to demonstrate that land registration and titling has economic and social benefits for the rural population. A detailed log-frame is presented in Annex 2.

The project budget in summary form is presented below. Grant financing is recommended due to the project's small size, exploratory nature and high level of technical assistance. For further financial information see part C of the Project Analysis.

Project Budget Table  
(US\$ 000)

	<u>AID</u> <sup>1</sup>	<u>GOI</u> <sup>2</sup>	<u>TOTAL</u> <sup>3</sup>
1. Technical Assistance	816	0	816
2. Pilot Activities	0	1380	1380
3. Commodities	114	133	247
4. Training	215	27	242
5. Research	229	20	249
6. Other Costs	57	65	122
	<hr/>	<hr/>	<hr/>
7. Sub-total	1431	1625	3056
8. Contingency	429	261	690
9. Inflation	140	87	227
	<hr/>	<hr/>	<hr/>
	2000	1973	3973

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<sup>1</sup> AID grant of 2,000,000 is 50.3% of all costs

<sup>2</sup> Total GOI assistance of 1,973,000 is 49.7% of all costs

<sup>3</sup> DGA support for TA will include per diem (outside of Jakarta) and all in-country travel expenses. Funding for DGA support is included in funding for pilot activities consistent with DGA budgeting procedures.

How?

The project will be administered and implemented by the Directorate of Land Registration (DLR) within the Directorate General of Agraria (DGA) which is responsible for all land

affair matters in Indonesia. DLR has its main office in Jakarta and maintains offices and staff at the provincial and Kabupaten level.

Technical assistance will be provided by either a single U.S. university, a consortium of U.S. universities, a private consultant firm, or a U.S. Government agency having the appropriate technical skill and experience. The contracting entity, under the collaborative direction of DGA and USAID, will generate: analysis of the historical and social evolution of LMTR in Indonesia; systems analysis of the current LMTR system utilized by DGA; recommendations for developing modified systems of accelerated LMTR; analysis and recommendations for meeting DGA's current and future training needs; advice in designing, implementing, monitoring and evaluating pilot activities for testing modified systems of LMTR and finally; a proposal for an enlarged follow-on project.

Pilot project areas of (initially) kabupaten size for testing modified systems of LMTR are located in the provinces of Central Java, West Sumatra and South Sulawesi. The pilot project sites will be subsequently enlarged in phases to encompass another, adjoining kecamatan within the same province while incorporating any modifications found desirable as a result of previous experience in the first phase.

All third country and U.S. training arrangements will be handled by the consultant entity on behalf of AID. DGA, with consultant assistance and AID concurrence, will handle all administrative matters relating to in-country training and programming of all short and long term participants. Long-term in-country training is expected to occur at two or more major academic institutions in Indonesia.

### C. Summary Findings

This project is technically, economically, financially and socially feasible. A negative determination has been recommended that no environmental assessment be required. The project incorporates the recommendations of the USAID consultant team report for LMTR in Indonesia and extensive discussions with: DGA officials at the national, regional and subregional levels; academicians at Indonesian universities in Jakarta, Bogor, Bandung, etc.; and finally, officials from other international donors operating in Indonesia. The project is in accordance with: GOI's third five year plan; DGA's long-term strategy for a national mandatory land registration program; and AID's Agricultural Development Policy paper. It complements, and is supported by AID and other donor projects to increase agricultural production in Indonesia.

**D. Project Issues**

Detailed knowledge about the socio-economic impact of LMTR upon the pilot project site populations are not known at this time given the feasibility study time constraints and because the exact site location (kecamatan) within the provinces of Central Java, West Sumatra and South Sulawesi has not yet been identified. However, GOI and USAID/I have agreed that the sites will be located in rural areas representative of Indonesian agriculture in general and each site will be thoroughly researched during the early stages of the project. Funds for extensive study, monitoring, and evaluation of the socio-economic effects of LMTR upon AID/GOI target groups in the pilot project areas are included in the project budget. Such in depth studies, while highly desirable before implementation of the project, were not feasible ex ante and should not be a pre-requirement for project approval.

### PART III - PROJECT BACKGROUND AND DETAILED DESCRIPTION

#### A. Background

Agricultural land is one of the key resources factors in the Indonesian economy. There are approximately 190 million hectares of land in Indonesia, of which 21 million hectares are currently used for agricultural purposes. Although only 11% of Indonesia's total land area is actively cultivated it accounts for: 62% of the total employment, 66% of all non-oil exports, and 31% of the Gross Domestic Product (GDP) for the nation. The average farm size on the island of Java, which has about 63% of the population, is less than 0.5 hectares with an average annual per capita farm income of \$100 or less. Although the average rice yield (the nation's major crop) is about 2.6 tons of milled rice per hectare, rice imports have increased substantially over the last few years. Furthermore, per capita supplies of secondary food crops have either decreased or stagnated. Based on these trends, agricultural development and production have been given continued priority in the Government of Indonesia's (GOI) Third Five Year National Development Plan (1980-1985).

Unlike other developing countries that have attempted land reform, Indonesia has historically favored small holdings. While estate cultivation does exist it only accounts for around 13-14 percent of Indonesia's total agricultural land. Indonesia's land problems, for the most part, concern the minute and decreasing size of land holdings due to inheritance practices. Traditional values in general call for equal inheritance among siblings, thereby fragmenting the original parcel from generation to generation. This circumstance coupled with Indonesia's ever-increasing rural population indicates tremendous pressure on agricultural land and, implicitly, its increasing value. Many farmers are finding that inherited parcels of land are too small to sustain themselves and their families at even a subsistence level. Such pressure, obviously, increases small farmer motivation to sell property allowing those with financial means to illegally consolidate fragmented parcels under individual ownership in excess of limits set by national law.

In 1959, President Sukarno directed the Supreme Advisory Council (DPA) to study Indonesia's problems in regard to land scarcity, use, rights and ownership and to recommend legislative action. Acting on the recommendations of DPA, the Gotong-Royong Parliament proclaimed the Basic Agrarian Law (BAL) on 24 September 1960, with the stated goal of increasing agricultural productivity.

Although BAL constituted a radical departure from Indonesia's traditional land practices, the law was the result of compromise between two divergent interests. Representatives of small landowners and the landless argued in Parliament for a system that would allocate land only to those who till it. The opposition, representing large landowners, held out for a law which would recognize individual property rights. As it was finally written, BAL abolished all Dutch land laws and acknowledged only traditional (unwritten) laws of adat as the foundation of Indonesian land law. The laws of adat were to take precedence in all judgements unless counter to Indonesian nationalism, religious laws, etc.).

Since 1960 various administrative decisions and government regulations have been written in an attempt to implement BAL. However, because BAL is vague and the majority of subsequent regulations considered only technical requirements, it has become exceeding difficult if not impossible to implement. Because Indonesia is a composite of many customs and cultures each with unique ways of recognizing individual landowners/users interpretation of BAL in the adat context for implementation at the local level has caused innumerable land disputes which defy resolution in a centralized/generalized manner. Through the years this situation has forced GOI agencies to create unique and separate methods of recognizing the owner and/or land-user without necessarily adhering to the principals of BAL.

Recently, land disputes have been reported by national newspapers with increasing frequency. Delegations of villagers have been appearing before the national and regional parliaments complaining of collaboration on the part of local officials to return legally redistributed land to former landowners (whose past holdings exceeded those limits set in BAL). Indonesian academics have reported widespread abuses of the law by local officials to amass, or control, large tracts of land. The GOI has responded to these reports by investigating provinces where land disputes exist and has concluded that properties were indeed being illegally consolidated and that land dispute settlements at the local level were not proving satisfactory. As a result, Parliament members and the Ministry of Interior have disclosed the impending introduction of a revised land law to discourage illegal land practices. However, GOI critics have pointed out that the real problem lies with GOI's inability to strictly enforce existing land laws.

One of the necessary conditions for effective enforcement of BAL (or any other land law) is detailed knowledge of who owns the land, its location, and its uses. Land law enforcement is impossible unless a land tenure data base exists which is

continuously maintained. If the location of the land parcels and landowners cannot be identified with certainty it is impossible to enforce the BAL.

The benefits of such a land tenure data base would stimulate agricultural and rural development with socio-economic equity of programs/projects to impact on the rural poor. Furthermore, small farmers benefit from increased access to credit used to buy other agricultural inputs, if such land tenure data is used to verify and secure their title and/or use-rights to the land. Farmers without land titles are excluded from agricultural credit whenever a land title is required as collateral. Lack of definitive proof of ownership and fear that somebody may show up with a legal title in hand evicting the present cultivator, restrains small farmers from making major improvements upon their land. Construction of roadways, irrigation and drainage systems is often hampered by not knowing or being able to verify the land ownership. Settlement and land reform programs are thwarted by not knowing who owns what land and what suitable land is available for farmer occupancy.

BAL recognized the critical necessity for knowledge of land ownership/use and explicitly stressed the need for land registration. In 1960, the only titled properties were those formerly owned by the Dutch and those few that the Dutch had seen fit to deed on behalf of its Indonesian owners. It has been estimated that as little as 2% of Indonesian's land area was mapped and registered at the time of BAL's inception. Since 1960 land mapping (the first step in registering/titling land) has been completed for only some 1,500 of the 60,000 villages in Indonesia and this resulted primarily from a major land registration drive conducted from 1970 to the present. Land titling/registration records have been completed in only a small number of these 1,500 villages. At the most, a maximum of 10 percent of the land surveying work in the balance of 58,500 villages has been completed.

The Directorate General of Agraria (DGA) which is the GOI agency dealing with all land affair matters is well aware of the problems involved in implementing BAL and has written several papers on the matter. DGA has recognized that these problems must be addressed in order to carry out the long-term agricultural and rural development goals of the GOI. As a result of continued discussions with the DGA, USAID on 1 May 1978 submitted a PID to AID/W for a land mapping, titling and registration project. The PID was approved on 29 June 1978. Subsequently AID sent five senior officials from the DGA and one from the Department of Agriculture (DOA) to the Philippines

to observe Philippine land mapping, titling and registration (LMTR) and administration methods. Upon their return the group submitted a very encouraging written report to DGA and AID concerning the value of the proposed project to the GOI. Based on DGA's interest, AID brought a five-member consultant team to Indonesia from February to April 1979 to assess the situation and make recommendations concerning the development of a joint DGA/AID project in LMTR. After visiting central and provincial DGA offices for purposes of gaining an overall understanding of the system and the technical capability of DGA personnel, the consultant team submitted a report of their findings and recommendations to DGA and AID in April 1979.

This Project Paper has been jointly developed by DGA and AID using the consultant's report and other information as the basis. It further refines and expands upon details outlined in the PID (Annex I) and conforms to the criteria outlined in the CDSS relative to areas of U.S. assistance.

## B. Detailed Description

### 1. Introduction

This project has two foci. The primary focus is to assist the DGA in its efforts to accelerate LMTR in rural Indonesia by developing cost and time effective methods of land record keeping, mapping and administration. This will be primarily done by testing such methods in a pilot project at three sites located in Central Java, West Sumatra and South Sulawesi. The project's secondary focus is to demonstrate that land registration and titling has economic and social benefits for the rural population. A detailed logframe is presented in Annex 2.

### 2. Sector Goal

The broad sector goal of this project is increased access of the rural population to productive resources. One of the necessary conditions for achieving this goal is that small farmers possess proof of ownership and/or use rights to the land on a continuing basis in order to secure needed agricultural credit, production, marketing and service inputs.

### 3. Project Purpose

The purpose of this project is to increase the rate of LMTR and the effectiveness of land administration in rural Indonesia.

The end of the project status will consist of:

- a) three kecamatans mapped and registered in a pilot project utilizing accelerated methods of LMTR;
- b) organizational structure and operating procedures within DGA commensurate with the recommendations of consultant reports and pilot activity evaluation; and
- c) a proposal prepared by DGA for an expanded follow-on project with U.S. or other donor assistance to implement on an enlarged scale a system, or systems, of LMTR developed and tested during the life of this exploratory project.

#### 4. Outputs

The expected outputs include:

- a) socio-economic studies, surveys, and other empirical evidence documenting the effects of LMTR upon the rural poor.
- b) trained GOI personnel in fields critical to the successful design, implementation, and evaluation of LMTR projects.
- c) tested/evaluated system(s) of accelerated LMTR on line and ready for implementation on a large scale.

#### 5. Inputs

The inputs from AID include a U.S. \$2.0 million grant to be funded over three years to finance commodities, training, technical assistance and some local currency costs. The GOI contribution includes a \$1.9 million local currency equivalent to finance per diem, training, office space, transportation, vehicles, commodities, technical counterparts for AID consultants, computer time, pilot activities and related inputs. The AID inputs listed below plus those of the GOI should be sufficient to achieve the expected outputs. For further information concerning the inputs, please refer to the technical analysis section.

- a) Technical Assistance: TA is the largest component of the proposed grant. TA will consist of 4 short and 3 long-term consultants for a total of 98 man-months to be utilized over three years.

b) Participant Training: The various types of training budgeted include: short-term observational tours in the U.S., third countries and Indonesia; short-term non-academic training in the U.S. and Indonesia plus long-term academic training in the U.S. and Indonesia in fields of study considered most relevant to the project purpose i.e., cartography, photogrammetry, land management, land surveying, record keeping, computer programming, statistics, micrographics, systems analysis, etc. A tentative listing of the number and types of training are listed in Annex 3.

c. Research: Funds will be used to conduct studies which will monitor and analyze the socio-economic/technical effects of land titling and registration activities upon the rural population (see page 21).

d) Commodities: This is the smallest component of the total grant. The commodity list includes: a planetary microfilm camera, microfilm readers, hardcopy microfilm printers, various field equipment plus office equipment and supplies.

## Part IV - PROJECT ANALYSIS

### A. Technical Analysis

#### 1. Appropriateness and Timeliness

DGA and AID have given careful detailed consideration to all aspects of LMTR and have concluded that the project is appropriate and timely for the following reasons:

- a) In the past the majority of LMTR efforts in Indonesia have been "voluntary" in nature. The small farmer's enthusiasm for registering his land with the government and acquiring a land title has proven to be inversely related to the number of difficulties involved. These difficulties include too many forms, signatures, stamps and fees, and too much time required to complete the process.
- b) The existing system for LMTR is so complex and strenuous that in the majority of cases only the educated or the well-to-do can operate satisfactorily within it. The small farmer who does not understand the complexities and/or cannot pay the necessary fees must learn to operate outside of the system or simply ignore it. In such an environment small farmers can be exploited without the knowledge of the government. Since little control and monitoring is possible in the present system, it is impossible for the agency responsible for land registration and titling (DGA) to provide sufficient security to the rural population concerning land ownership and land use.
- c) The current system of land mapping, record keeping, form processing, and authorization procedures utilized at the local, regional and national levels by the DGA is incapable of processing large volumes of land titling and land registration applications. Despite the fact that only a small percentage of all Indonesian farmers have actively sought to register their land (on a voluntary basis) the current system is hopelessly bogged down for reasons listed in (a) above.
- d) The development of an improved system for accelerated LMTR which can be maintained and updated over time at a reasonable cost would be an invaluable asset to the GOI. The data base accumulated by such a system would assist the GOI and donor agencies such as AID in developing more effective programs and projects to address the problems of the rural poor. Furthermore, changes in that data base as recorded over time would help verify the success or failure of such projects.

- e) In reaction to growing public interest in land tenure trends, GOI has indicated that a national "mandatory" land registration program will be announced within the next 3-4 years. DGA, in response to this expected event, has experimented on a limited basis with a mandatory registration program utilizing the current system of LMTR. Due to reasons listed in c) the mandatory programs were unsuccessful. As a result, DGA is now convinced that a modified and accelerated system of LMTR is a necessary condition for successful implementation of a mandatory land registration program at a regional and/or national level.
- f) Many GOI, AID and other donor agriculture and rural development projects aimed at increasing the agricultural production of the rural poor and promoting socio-economic equity are constrained during their implementation phase because the land owners cannot be identified and right-of-way secured. Indeed, many such projects cannot be justified from a socio-economic viewpoint because the project's benefits, beneficiaries, and linkages between the two cannot be clearly identified and verified.
- g) If at any time in the future should the GOI decide to implement a land reform program, an accurate up-to-date land tenure data base is a necessary pre-condition.

## 2. Land Mapping

Indonesia's land mapping problems are primarily a question of application and volume. The proper techniques, expertise and equipment already exist in Indonesia but have not been adequately applied to the problems of land titling and registration nor do they exist in quantities sufficient to support a national mandatory land registration program.

Based on consultant recommendations the project will address the problems of mapping in support of land registration and titling; primarily, within the small scale context of the pilot project and; to a lesser degree, within the larger scale context of a future national "mandatory" land registration program by:

- a) Designing, testing and recommending more cost, time and accuracy effective methods for mapping agricultural areas. Subject areas recommended for special study include:
- variable scale ratios for aerial photography and maps depending on needs and field conditions, and
  - the relationship of such variable scales with cost, time and accuracy constraints.

- b) Continuing to use current methods for developing graphical cadastres, utilizing terrestrial and photogrammetric techniques where feasible.
- c) Studying the possibility of engaging the services of private survey contractors to augment the limited manpower capability of DGA.
- d) Analysing DGA's priority short-term and long-term training needs for mapping and subsequently design and recommend accelerated manpower development programs. (For further information please refer to part 4 of this section.)
- e) Coordination with other GOI mapping agencies including:
  - National Coordination Agency for Survey and Mapping (Bakosurtanal) - for the extension and densification of the national and regional control network.
  - Ministry of Finance - for the use and adaption of available cadastral and photo maps used for tax purposes to avoid unnecessary duplication and dissipation of financial resources.
- f) Designing an index map control system to encourage the use of authorized maps for legal cadastre purposes. Such maps would limit problems of double or multiple titling.

### 3. Land Registration and Titling

Currently before a person (who claims right of ownership) can receive land title, numerous requirements have to be complied with. The applicant must obtain an affidavit from the village head where the land is located stating that he is indeed the owner based on village records and land tax receipts for that particular parcel. Under the current LMTR system there are about 21 documents which must be completed and approved before the applicant can receive title.

All costs of documenting, mapping, registering and the subsequent titling are borne by the applicant. The applicant must purchase the various land registration and titling forms and subsequently pay additional fees to have those forms witnessed by local officials. In many cases the small landholder simply cannot afford the fees and/or the process is so cumbersome and complex that the small farmer cannot spare the time away from his source of livelihood.

In short, DGA officials and AID consultants identified the following as the key problems affecting current land registration and titling in Indonesia.

- a) Forms and documents necessary to register and title land are too voluminous and redundant
- b) Ownership determination is influenced by too many exogenous factors.
- c) Fees charged for forms, signatures, and stamps are prohibitively high in comparison to the average small farmers' annual income.
- d) LMTR system is too complex for applicants to understand or too cumbersome to facilitate timely processing of forms.
- e) Systems control of land registration and titling forms are inadequate.
- f) Insufficient management information is available for decision making.
- g) The authority and responsibilities of DGA and other GOI agencies for recognizing the landowner and/or land users are unclear and/or overlap at the local and regional levels.
- h) GOI agencies concerned with land matters have no single organized land tenure data base.

#### 4. Technical Assistance

The technical assistance portion is the largest and most important element of the grant and will be needed throughout the three year life of the project. Seventy-nine man-months of long-term technical assistance and nineteen man-months of short-term technical assistance will be funded under the grant. The final composition, by discipline, will be decided by the DGA and AID project officer in collaboration with the contracting entity and is expected to consist of a multi-disciplinary team including a systems analyst, socio-economic analyst, mapping technician, data processing programmer, legal analyst, management advisor and a management information analyst. Two of the long-term consultants will also be expected to serve as chief of party and administrative assistant, respectively. The duties and respective roles of the long and short-term consultants are described below.

Socio-Economic Analyst (30 mm) will analyze the socio-economic effects of LMTR upon the rural population and be responsible for introducing Indonesian social scientists into the design, monitoring and evaluation stages of the project to collaboratively work with DGA technicians and officials.

Systems Analyst (28 mm) - the majority of problems plaguing the LMTR system utilized by DGA were perceived to be in the system itself. The systems analyst would identify problems within the current system and assist in design of a modified system to increase the rate of rural LMTR.

Mapping Technician (23 mm) - will analyze the degree of cooperation and collaboration between various GOI agencies concerned with land mapping and make recommendations for its improvement. The mapping technician will also assist in the design and conduct of studies to identify the most cost and time effective methods of land mapping to meet DGA's needs.

Data Processing Programmer (6 mm) - will conduct a feasibility study for computerizing DGA's current and/or modified system(s) of LMTR. If feasible, recommendations for adaptation of computer techniques in LMTR would be included in the study.

Legal Analyst (4 mm) - will develop a written report analyzing the relevant GOI land laws and regulations and in collaboration with DGA, make recommendations concerning their interpretation and enforcement.

Management Advisor (4 mm) - is to work closely with the system's analyst in order to establish improved DGA management practices, increase the degree of field/central office coordination and develop improved frameworks for future implementation/planning. The management advisor is to thoroughly assess the existing DGA project management system and recommend changes either as an immediate or long-run need.

Management Information Analyst (3 mm) - will advise DGA on how to maximize the usefulness of externally/ internally generated statistics to facilitate more effective management.

The project consultants, in addition to being experts in their respective fields, must have extensive experience in LDC land matters. The team, as a whole, is expected to: provide advice on physical requirements and equipment needs; provide on-the-job training and guidance; assist in identifying fields of study and expertise most critical to the project and in selecting participants for advanced training in and out of country. The tentative scheduling of consultant arrivals, studies and analyses listed above are illustrated in Annex 5.

#### 5. Commodities

One of DGA's more immediate commodity needs, as identified by the consultants, is for a planetary camera and microfilm processors. The camera would enable DGA to microfilm their existing cadastral maps and other legal documents. The microfilm processors would allow copies to be made of the microfilm negatives which would be carefully and securely stored by DGA.

Such equipment would ease handling, management and storage problems for current/future maps and documents concerning land matters. Furthermore, microfilming would provide a safety back up system in case of loss, damage or destruction of the originals. Other commodity needs would include mapping light tables, typewriters, calculators, survey equipment, etc.

#### 6. Training

Part of the project's output includes consultant reports analyzing and identifying DGA's expected long-term training needs for implementing an improved nationwide land registrations and titling program. The reports will make recommendations for academic and non-academic participant training to be conducted either in Indonesia, the U.S. and/or third countries based on long-term training needs and the availability of suitable educational programs and training facilities in Indonesia.

However, some of DGA's training needs in key areas affecting its capacity to effectively design, implement and evaluate local LMTR programs will be addressed during the three year life of the project. A tentative schedule of academic/non-academic and short/long-term training both in-country and abroad is presented in Annex 3. Priority training areas include: cartography, photogrammetry, mapping,

systems analysis, land surveying, record keeping, data processing, management administration, and micrographics, etc. The schedule will be collaboratively verified by GOI and AID shortly after the arrival of the consultant team leader and assistant. Short-term training will consist of not only observational tours for key mid-level and senior DGA management personnel but also address the immediate needs of implementing and evaluating accelerated systems of LMTR in the pilot project areas.

## 7. Research in the Pilot Project Areas

The reasons for "research" is that without a data base on land ownership, land transactions and land use (which is an output of a comprehensive up-to-date system of LMTR) it is very difficult to document the economic and social benefits accruing to the rural population from any agricultural development project. One of the long-run outputs of this project and the possible follow-on project is the establishment of a data base describing, on a continuing basis, the rural population's relationship to the land. The existence of such a data base will prove invaluable to the effective design, implementation, monitoring and evaluation of other agricultural/rural development projects and provide key inputs for any future GOI land reform.

In order to maximize/minimize the socio-economic benefits/costs of LMTR to project target groups (small farmers, tenants and the landless) modified systems of LMTR developed and tested in the project must be closely monitored and evaluated in the pilot activity sites. For example, if it is determined that LMTR is or has been seriously detrimental to the status of tenants any subsequent new or modified LMTR systems will have to provide methods to not only verify ownership rights of landowners but also verify/establish land use rights of the tenants. Through study, monitoring and evaluation of modified LMTR systems implemented in the pilot project areas the questions of who benefits and how can be verified. AID project development consultants have underscored the need for constant study, monitoring and evaluation as the project proceeds.

The project provides funds to contract with qualified Indonesian social scientists for relevant monitoring, evaluation and study. It is expected that the socio-economic analyst will spend a considerable portion of his time coordinating the research efforts of Indonesian contract personnel to maximize the outputs most needed by the project.

## 8. Constraints

The lack of detailed knowledge about the socio-economic relationships between the rural population and land is one of the most serious constraints to the successful development and implementation of any agricultural and rural development project. This project includes an extensive study, monitoring and evaluation component to help overcome this problem. A constraint to this component might be the lack of sufficient time and trained manpower to fully measure the socio-economic benefits of LMTR upon small landowners, tenants, and the landless in this preliminary project. However, ample funds are available to contract outside (in-country) professional expertise to assist in the timely design, conduct, and interpretation of the project's monitoring and evaluation activities to overcome this final constraint.

## 9. Environmental Concerns

The initial environmental examination included in the PID (Annex 1) recommended a negative determination (i.e. no environmental assessment is needed) and is assumed to be approved by AID/W. The basis for the recommendation is that the project, by its very nature, will have little impact on the environment as it is primarily a technical assistance, research and training project that will assist the GOI in developing ways to more efficiently and effectively survey, map, title and register land.

## 10. Summary and Conclusions

The technical design of the project is reasonable, logical and appropriate given the constraints involved; the cost estimate is reasonably firm; and adequate planning has taken place for authorization of the grant. The project builds upon DGA's own efforts to utilize new methods and techniques of land surveying, record keeping, data processing, form processing, and management administration to increase the rate of LMTR in Indonesia. The project has been jointly developed by DGA officials and AID personnel, and incorporates many of the recommendations listed in the AID consultant report.

## B. Socio-Economic Analysis

The "social" and the "economic" issues of the project are believed to be one and the same and as such do not easily lend themselves to separate analysis. Furthermore, due to the ex-

ploratory nature of this project and the unusual lack of data concerning the rural population's relationship to the land, the social and economic analysis issues cannot be addressed in the usual manner. The following discussion analyzes the project from a socio-economic viewpoint using past observation and experience in Indonesia concerning land and land matters.

1. Socio-economic costs associated with no LMTR

The following problems occur because small farmers lack proof of ownership and/or use rights to the land:

Credit - Small farmers lacking proof of land ownership and/or use rights are not able to obtain low-interest institutional loans and are subsequently forced to use other more costly sources of credit.

Production - The small farmer who lacks proof of ownership/use rights to the land has no lasting incentive to make major improvements on his holding or participate in government programs for increasing long-term agricultural production because he is not secure in the knowledge that he will reap a fair share of the benefits.

Land Transfers - Because the official process for land transfer is so expensive and time consuming, land holders are circumventing the law by buying and selling land outside the system. Subsequently, abuses by land speculators, local officials and large landowners against small landholders and/or tenants can occur with impunity. Prosecuting violators of BAL proves exceedingly difficult if the injured party's ownership/use rights, and the exact location of the contested parcel, cannot be identified and/or verified.

Beneficiaries - Programs to aid the rural poor and/or small rural farmers cannot be adequately designed, implemented, and evaluated if the project benefits cannot be clearly linked with the target groups.

Tax Revenues - Because landowners and tenants cannot be identified it is difficult, if not impossible, for GOI to collect land taxes in a fair and equitable manner.

2. Socio-economic purpose and benefits of LMTR

The socio-economic purpose of this project is to give approximately 66.0 thousand small farmers, located in the pilot project sites, security of land ownership and use

which includes the right to: use, manage and develop land plus receipt of a fair share of whatever benefits that can be derived therefrom. LMTR encourages the productive use of land by:

- Facilitating orderly and inexpensive transfers of ownership through sale and inheritance, and by securing for the new owner the benefits that can be derived from the land.
- Enabling the value of the land and previous productive uses and/or improvements to be recognized for credit purposes. Land titling creates a tangible asset which can be used as collateral to obtain other resources.
- Securing individual legal land ownership and/or use rights. As a result, small farmers and tenants will be encouraged to more fully participate in local government affairs and/or development programs without jeopardizing their access to the land.

In addition, the government can derive benefits from the completion and maintenance of a comprehensive up-to-date record of person(s) possessing title and use rights to specified parcels of land. The public policy benefits of a land registration and titling data base are manifold and limited only by the capacity of different GOI agencies, concerned directly or indirectly with land matters, to use the public record in support of agricultural and rural development. For example:

- Important policy issues concerning land tenure trends can be addressed with facts rather than conjecture. Information identifying and verifying undesirable land tenure trends, provided by the construction of a land tenure data base, could facilitate and/or stimulate corrective action by GOI.
- Currently land taxes are collected from those persons who occupy (cultivate) the land whether they be tenants or the true owners. There is little legal basis/precedent for guaranteeing that absentee land owners recompense tenants who have paid the annual land tax. Because

DGA and Ministry of Finance will be able to cross-check the land registration and tax cadastre records it should be possible to identify those who should be paying taxes and to insure that the actual payee is indeed the owner.

- Records of rural land ownership and use would provide the documented evidence necessary to justify new GOI and/or donor assisted programs to the rural poor.
- A land registration and titling data base listing all land owners/users is a necessary condition for successful implementation of any future land reform efforts by GOI.

### 3. Problems of securing benefits of LMTR

- Not all owners of land, and thus potential registrants, till the land themselves. In many cases it is the tenant who makes the most productive use of the land and needs legal protection to insure that he receives the fruits of his labor. The effects of LMTR upon tenant farmers and the landless must be continually monitored.
- Available statistics and studies indicate that problems of "latifundiae" (extensively farmed, underutilized, large scale estates) are not yet common. However, land registration per se does not prevent the powerful from gaining unequal access to the land. Given the severe strains created by land scarcity, the potential pressures on land need to be continually monitored and evaluated to insure that equitable land access is maintained. A workable land registration and titling system will assist in determining trends in land transfers and identifying individuals accumulating sizeable holdings.
- Not all rural lands are used for agricultural production. Thus an LMTR system must be flexible and sufficiently comprehensive to encompass not only all land types but also the different purposes of land ownership including: commercial, estate, plantation, housing, and speculation.

- Until the land registration and titling system in a particular area is essentially complete, the benefits that will be derived must be limited. If maintenance is not given sufficient emphasis in the early stages of any LMTR project, the data base by the end of the project may already be outdated. Subsequently, neither private individuals nor the GOI will be able to use the record for any purpose without some doubt as to its validity.

#### 4. The effects of land tenure problems on the GOI

Recent public controversy concerning illegal land practices and undesirable land tenure trends has put increasing pressure on the government to monitor the situation and take corrective action. Without accurate land tenure knowledge the GOI can do neither adequately. The government has reacted to this critical constraint by actively supporting a joint GOI/AID project for developing modified systems of accelerated LMTR to obtain the necessary land tenure data to address public concerns with documented evidence rather than speculation and, if need be, to take corrective action.

#### C. Financial Plan

The basis of the costs shown on the "Project Budget Table" (Pa. 5) is as follows:

1. Technical Assistance - A foreign exchange cost of \$8,333.00 per person-month was used (includes: salaries, overhead, international travel, allowances, housing, etc.).
2. Commodities - The illustrative equipment list discussed in the technical analysis section was prepared by DGA and the AID consultants. GOI's contribution is for vehicles and office equipment/supplies (see conditions precedent).
3. Pilot Activities - This category represents the expected cost of a pilot project for specifically testing accelerated methods of LMTR developed by AID consultants, and their DGA counterparts. Pilot project sites tentatively identified are located in Central Java, West Sumatra and South Sulawesi and will be funded primarily by DGA. Consultant travel costs and per diem outside of Jakarta are included.
4. Training Costs - Overseas training costs are based on costs for other AID participant training programs. In-country costs are based on recent experience with

academic and non-academic participant training in Indonesia.

5. Research - These estimates are based on current Mission experience with contracting in Indonesia for studies and reports plus services of local social scientists for conducting the necessary monitoring and evaluation of the pilot project.
6. Other Costs - Cost estimates for consultant language training (in-country), computer usage, and administration are included in this category and are based on current costs as provided by the GOI.
7. Contingency - An allowance of 30% for contingencies for the AID portion of the project was included.
8. Inflation - An allowance of 10% for inflation for the AID portion of the project was included.
9. Disbursement Schedule - The tentative disbursement schedule for AID funds is illustrated by the table on page 27.

Disbursement Schedule  
(\$000)

<u>AID GRANT</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>TOTAL</u>
1. Technical Assistance	292	350	174	816
2. Commodities	20	90	4	114
3. Training	60	86	69	215
4. Research	70	89	70	229
5. Other costs	23	23	11	57
6. Subtotal	<u>465</u>	<u>638</u>	<u>328</u>	<u>1431</u>
7. Contingency	140	191	98	429
8. Inflation	45	63	32	140
9. Total	<u>650</u>	<u>892</u>	<u>458</u>	<u>2000</u>
<u>GOI</u>				
1. Commodities	55	48	30	133
2. Pilot activities	410	560	410	1380
3. Training	8	11	8	27
4. Research	6	8	6	20
5. Other costs	19	26	20	65
6. Subtotal	<u>498</u>	<u>653</u>	<u>474</u>	<u>1625</u>
7. Contingency	80	105	76	261
8. Inflation	26	35	26	87
9. Total	<u>604</u>	<u>793</u>	<u>576</u>	<u>1973</u>

## Part V - IMPLEMENTATION PLANNING

### A. Analysis of Administration Arrangements

#### 1. GOI

##### a. Organization

The project will be implemented under the auspices of the Directorate General of Agraria which is one of four Directorate Generals within the Ministry of Home Affairs including the: Directorate General of Rural Development; Directorate General of Social Politics; and the Directorate General of Public Administration and Local Autonomy. The DGA itself, with a central office manpower level of 617 persons, consists of four Directorates: Land Administration; Land Reform; Land Rights and Land Registration.

Overall responsibility for general guidance and implementation will be with the Head of the Directorate for Land Registration (DLR) who will serve as GOI project manager. The DLR with a total employment of 3576 (central office-100; provinces-3476) consists of one administrative division and four sub-Directorates: Photogrammetry and Triangulation; Measurement and Mapping Triangulation; Registration and Related Problems; and Manpower Improvement. The heads of these various offices will constitute an advisory body to the GOI Project Manager to help assure Directorate-wide coordination of project activities. In addition, a small project administrative support group will be organized within DLR to maintain essential project records, monitor project progress and prepare reports.

##### b. Management Capability

The DGA is relatively uninitiated in the use of external donor assistance to facilitate Indonesian agricultural and rural development. However, DGA has been thoroughly briefed by the Mission concerning rules/procedures governing AID assistance. AID will provide management advice and assistance to DGA, wherever necessary, to facilitate project implementation, monitoring and evaluation. DGA's sub-Directorate of Land Registration (DLR), as previously discussed in the Project Analysis section, has some pilot project experience in rural areas. DLR will incorporate AID technical assistance, training and other inputs into the design, implementation, monitoring and evaluation stages of a scheduled pilot project with sites in Central Java, South Sulawesi and West Sumatra.

AID will be the only donor contributing in depth assistance to DGA concerning accelerated systems of LMTR. AID and DGA will exercise due caution to avoid any duplication of effort/encroachment on areas where other donors are or will be active and endeavor, whenever possible, to implement the project in such a manner as to be of maximum assistance to ongoing GOI/AID agricultural and rural development efforts such as the: Brackish Water Fisheries Project; Sederhana Irrigation and Land Development Project; Provincial Area Development Program and the Citanduy River Basin Development Project. The need for coordination in land affair activities is recognized by DGA; Bappenas and all other aid donors, and in total should prove complementary to other donor programs.

## 2. AID

The project officer will be the Chief of Agriculture Development Officer or his designee. He will be assisted as needed by other AID staff officers. The project officer is expected to have a background in either agricultural economics and/or agricultural development.

DGA headquarters are located in Jakarta and transportation and communication between AID and DGA are excellent. The general areas in which the pilot project sites are located are accessible daily by airplane and the specific site can be subsequently reached by automobile.

Disbursements for foreign exchange costs will be by the usual letter of commitment method. All local currency costs financed by AID will be reimbursed by USAID/Jakarta.

The project should present no unusual or difficult implementation problems for the Mission.

## B. Implementation Plan

The project implementation plan showing the time phasing of key aspects of the program is contained in part 5 of this section.

### 1. Technical Assistance

Based on DGA's current lack of experience in international contracting combined with USAID/Indonesia's insistence that the project contain a large research element to analyze the socio-economic effects of LMTR

and the need for expertise in a wide variety of technical fields the Mission feels that the host country contracting mode is effectively precluded. Subsequently a direct grant funded contract will be negotiated, with GOI concurrence, between AID and either a single U.S. university; a consortium of U.S. universities; a private consultant firm; or a U.S. Government agency having the appropriate technical skill and experience. The contracting entity will provide three long-term and four short-term technicians for a total of 98 p.m. of professional consulting service. Short-term consultants for the project are expected to consist of: legal analyst, data processing programmer, management advisor and a management information analyst. Long-term consultants are expected to consist of: socio-economic analyst, systems analyst and a mapping technician. This contract will also provide for the contracting entity to administer the U.S. and/or third country training component.

The consultant team under the collaborative direction of DGA and AID will generate: analysis of the historical and social evolution of LMTR in Indonesia; systems analysis of the current LMTR system utilized by DGA; recommendations for developing modified systems of accelerated LMTR; analysis and recommendations for meeting DGA's current and future training needs; advice in designing, implementing, monitoring and evaluating pilot activities for testing modified systems of LMTR; and finally; a proposal for an enlarged follow-on project.

## 2. Training

### Participant training in U.S. and/or third country:

All overseas training will be administratively handled by the consultant entity on behalf of AID. The consultant entity will pay all costs for training (except the student's regular salary and allowances as a DGA employee) and based on the submittal of monthly vouchers to be subsequently reimbursed by AID/W. All overseas long-term training will be limited to code 941 countries. DGA will select all long-term training participants based on selection criteria listed in Annex 4 and the universities they are to attend with the advice of consultants and the AID Project Officer. AID will approve selected participants, nature of training and cost estimates prior to beginning

travel for long-term training. Similar administrative procedures will be followed for short-term participant training in U.S. and/or third country.

Participant training in Indonesia:

DGA, with consultant assistance and AID concurrence, will handle all administrative matters relating to in-country training and programming of all short and long-term participants including the drafting of selection criteria and identification of candidates. Long-term training is expected to occur at one or more major academic institutions in Indonesia (e.g., Institute of Agriculture, Bogor; Institute of Technology, Bandung; University of Indonesia, Jakarta; Gadjah Mada University, Yogyakarta; etc.) GOI will insure that each participant has adequate living allowances.

3. Commodities

All imported commodities will follow Handbook 15 procedures for procurement, and will be limited to the U.S. Payment or obligation will be by letter of commitment. AID will fund all procurement of imported commodities. All local commodities will be financed by DGA and purchased through GOI's regular procurement procedures.

4. Pilot Project

Pilot project areas will be located in still to be identified kecamatans (see conditions precedent), within the provinces of Central Java, West Sumatra and South Sulawesi. The first phase of the pilot project will commence January 1981. Each phase of the pilot project will implement, monitor and evaluate new/modified methods (or combination of methods) for LMTR which are time, cost and accuracy effective. Every year thereafter the pilot project areas will be subsequently enlarged in phases to encompass another kecamatan within the same province while incorporating any modifications found desirable as a result of previous experiences in the first area. Wherever practical, the pilot project will be implemented in such a manner as to complement other GOI/AID agricultural and rural development projects.

The current system of LMR in action will be analyzed/studied during the first phase of the pilot project. It is expected that a new system, or a well defined segment(s) of an improved system, will be ready for implementation, monitoring and evaluation when the second phase begins. Possible segments would include one, or a combination of, the following: variable scale mapping; map record keeping system; use of private firms to conduct ground surveys; simplified document and record system which is computer compatible; etc. Identification of what system segments to develop and test will be jointly determined by DGA and AID consultants during the first phase of the pilot project.

Based on DGA's past experience with programs of this nature, the mapping portion of each pilot project phase can take up to one year to complete depending on whether photogrammetrical and/or terrestrial survey methods are used. Photogrammetrical methods are obviously quicker, whereas, terrestrial survey methods are more accurate. Both will be tested separately and in combination to determine the optimum mapping and survey system to support land registration and titling. Titling and registration in the pilot project areas will occur at the same time as mapping. In past pilot projects, the registration phase took approximately 1.5 to 2.0 years to complete depending on the size of the area mapped and the mapping method used (terrestrial versus photogrammetric).

DGA manpower resources available at the provincial level total: Central Java - 874, West Sumatra - 374; and South Sulawesi - 674. Based on previous experience, DLR has determined that 123 persons will be needed to implement the first year phase of each pilot project (excluding AID consultants). A breakdown of DGA pilot project personnel is presented in Annex 6. If additional personnel are needed in the latter stages of the project they will be acquired from central and provincial sources. For additional agricultural data concerning the three provinces please refer to Annex 7.

5. Schedule for Implementation

Assuming the project will be authorized by September, 1980 the schedule for key implementation actions should approximate the following:

- |   |                 |
|---|-----------------|
| - Project authorized                            | September, 1980 |
| - Grant agreement signed                        | September, 1980 |
| - Conditions precedent for initial disbursement | November, 1980  |
| - Selection of consultant made                  | September, 1980 |
| - Contract negotiated and signed                | October, 1980   |
| - Consultant chief of party arrives             | January, 1981   |
| - Procurement for equipment begins              | February, 1981  |
| - Equipment arrives                             | June, 1982      |
| - First pilot project phase begins              | Jan., 1981      |
| - Final consultant report due                   | June, 1983      |
| - Final project evaluation                      | July, 1983      |
| - Project completion date                       | December, 1983  |

The tentative scheduling of consultant arrivals (long and short-term) and reports are illustrated in Annex 5.

C. Evaluation Plan

1. Focus

Evaluation of this project will focus on the effectiveness of the professional assistance provided; the quality of the training provided; the effectiveness and adaptability of LMTR system(s) developed and tested in the pilot project; the quality and utility of commodities provided; the effectiveness of pilot project monitoring and other studies; plus the implications that can be derived therefrom concerning future accelerated LMTR efforts in Indonesia.

## 2. Methodology

The primary means of evaluation of this project will be a joint AID/GOI Project Evaluation Summary (PES) to evaluate institutional development and improvement of DGA's ability to conduct accelerated LMTR while minimizing/maximizing the socio-economic costs/benefits to the rural poor. Evaluation will utilize project and DGA records and will involve analyses of: GOI and AID consultant reports; systems of LMTR developed and tested during the project; results of pilot project monitoring and evaluation, etc.

The PES provides an adequate analytical framework for the project's evaluation; however, in the interest of insuring objectivity, the services of one TDY consultant from AID/W will be obtained for the final evaluation of the project. Questionnaires and interviews will be used during final evaluation.

## 3. Responsibilities

DGA and AID will cooperate in preparing the PES on a yearly basis and managing any other types of evaluation decided upon for this project.

## D. Condition and Covenants

In addition to the standard conditions precedent, the grant agreement shall contain the following conditions:

### 1. Conditions precedent to initial disbursement:

- a. Evidence that GOI will provide funding for the DGA portion of the project and the pilot project activities as described in the project paper (purchase orders, etc.)
- b. Finalized identification of pilot project sites to be implemented during the first year.

### 2. Conditions precedent to commencement of training:

- a. A finalized training plan for all overseas and incountry training that includes, among other things, the student selection criteria, degrees expected for each discipline or subject, identification of the training center, university or universities to be used for academic and non-academic training, and an estimated cost for each degree or training course.

3. Conditions precedent to ordering imported commodities

Evidence that specifications satisfactory to AID have been prepared for all commodities, that sufficient facilities are available, or will be available, for housing the commodities upon their arrival in Indonesia.

4. Covenants:

In addition to the usual covenants, the Grantee will agree to carry out the project in accordance with the Project Plan. Any major modifications to these plans shall require AID's concurrence prior to commencement of the concerned activity.

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT IDENTIFICATION DOCUMENT FACESHEET <i>To Be Completed by Originating Office</i>				1. TRANSACTION CODE <input checked="" type="checkbox"/> A - Add C - Change D - Delete		PID																						
3. COUNTRY/ENTITY INDONESIA				4. DOCUMENT REVISION NUMBER <input type="checkbox"/>																								
6. PROJECT NUMBER (7 digits) [497-0312]		5. BUREAU/OFFICE A. Symbol ASIA B. Code [04]		7. PROJECT TITLE (maximum 40 characters) [LAND MAPPING AND TITLING]																								
8. PROPOSED NEXT DOCUMENT A. <input checked="" type="checkbox"/> 3 - PRP B. DATE MM YY [02/9]				10. ESTIMATED COSTS (\$000) or equivalent, \$1 = Rp.414.50																								
9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION a. INITIAL FY [79] b. FINAL FY [79]				<table border="1"> <thead> <tr> <th colspan="2">FUNDING SOURCE</th> <th>Life of Project</th> </tr> </thead> <tbody> <tr> <td>a. AID Appropriated</td> <td></td> <td>500</td> </tr> <tr> <td>b. OTHER</td> <td>1.</td> <td></td> </tr> <tr> <td>U.S.</td> <td>2.</td> <td></td> </tr> <tr> <td>c. Host Country</td> <td></td> <td>550</td> </tr> <tr> <td>d. Other Donor(s)</td> <td></td> <td></td> </tr> <tr> <td colspan="2">TOTAL</td> <td>1050</td> </tr> </tbody> </table>				FUNDING SOURCE		Life of Project	a. AID Appropriated		500	b. OTHER	1.		U.S.	2.		c. Host Country		550	d. Other Donor(s)			TOTAL		1050
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		C. Grant	D. Loan	F. Grant	G. Loan	H. Grant	I. Loan																					
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TOTAL				500		500																						
12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each) NONE																												
13. SPECIAL CONCERNS CODES (maximum six codes of four positions each) BR BS							14. SECONDARY PURPOSE CODE																					
15. PROJECT GOAL (maximum 240 characters) To promote rural development and increased agricultural productivity.																												
16. PROJECT PURPOSE (maximum 480 characters) To develop improved land surveying, mapping, titling and registration systems as key elements in a sound land management program.																												
17. PLANNING RESOURCE REQUIREMENTS (staff/funds) \$20,000 in PDSF for two consultants to develop and assist in writing PP.																												
18. ORIGINATING OFFICE CLEARANCE Signature: Thomas C. Niblock Title: Director, USAID/Indonesia Date Signed: MM DD YY [05/01/78]						19. Date Document Received in AID/W, or for AID/W Documents, Date of Distribution MM DD YY [05/09/78]																						

## LAND MAPPING AND TITLING

### I. PROJECT DESCRIPTION

This is a pilot project to develop and test methods to increase the efficiency, accuracy and speed of surveying, mapping, and registering land and titling private land.

#### A. Problem being addressed

There are over 190 million hectares of land in Indonesia of which only a small percentage has been surveyed and mapped, and, a significantly smaller percentage of farm land and fish ponds is covered with a current land title. The lack of an updated comprehensive land data base and land management program has greatly impeded effective use of both private and public lands.

Inadequate land management has high attendant public and social costs. Farmers without land titles are excluded from agricultural credit whenever a land title is required as collateral. Lack of definitive proof of ownership and a fear that somebody may show up with a legal title in hand evicting the present cultivator, restrains some cultivators from making major improvements upon their land. The construction of roadways, irrigation and drainage systems is often hampered by not knowing or being able to verify the land owners. Settlement and land reform programs are thwarted by not knowing who owns what land and what suitable land is available for farmer occupancy.

Land mapping has been completed for only some 1,500 of the 60,000 villages in Indonesia and this resulted primarily from a major land registration drive conducted from 1970 to the present. Land titling and registration records have been completed in only a small number of the 1,500 villages. At the most, a maximum of ten percent of the land surveying and mapping work in the balance of 58,500 villages has been completed. Given present constraints of an insufficient number of personnel, shortages of equipment, tight funding limitations and outdated

land surveying, mapping, registration and titling procedures, some fifty years will be required to complete the job. This does not include resources needed for the task of continuously maintaining and updating land records.

The Government of Indonesia initiated a limited land reform program in 1963. The program set maximum limits on individual holdings based on the population density of the area; e.g. twenty hectares was the maximum-size holding legally permissible on Kalimantan, which has a population density of about 14 people per square kilometer, whereas five hectares was the maximum-size holding on Java where the population density is about 650 persons per square kilometer. For various reasons the Indonesian land reform program was not vigorously implemented and ended about 1965. The absence of comprehensive, accurate land records greatly hindered implementation of this program. The frequently unanswerable question is, "Who owns how much of what kind of land and where is it located?" Modernized land surveying, mapping, titling and registration procedures and updated registers would greatly enhance the effectiveness and speed of a future land reform, if the Government of Indonesia should decide to undertake one.

#### B. Project Objectives

The project objective is to develop improved land surveying, mapping, titling and registration systems as key elements in a sound land management program. This project is intended to establish the foundation and set the parameters for a larger, more definitive follow-on project.

Updated and accurate land registration records would greatly facilitate rural development in several ways. Farmers with a title to their land have greater access to credit when collateral is required. There is some indication that farmers having assurance of land ownership vis-a-vis a title take greater pride in their land and feel that their social status in the community is elevated. They may participate more actively in local government affairs and be more willing to make major improvements upon the land. Accurate and complete land records facilitate (a) construction of roadways, irrigation

and drainage systems, etc.; (b) a more comprehensive real property tax program to generate local revenue; (c) the design and conduct of land consolidation programs; and (d) identification of unclaimed and abandoned land for use in resettlement programs, etc. Data that can be generated from comprehensive current land records could greatly assist the government in the design and implementation of policies and programs to benefit small farmers.

With project support, the Director General of Agraria, Ministry of Home Affairs, will develop and test improved land surveying, mapping, titling and registration procedures in a limited number of geographic areas which will provide lessons for replication in other parts of the country. Indonesia is a large country with many distinct cultural groups. Traditional attitudes toward land ownership and land use vary considerably. Consequently, pilot testing done under the project will take these cultural differences into consideration.

### C. Beneficiaries

The beneficiaries of this project will be some fifteen thousand land owners who will receive title to their land as a result of this project in a shorter time frame than may have otherwise been the case. Since this is a pilot project which, if successful, should be expanded country-wide, the project would ultimately benefit millions of agriculture and fisheries land owners and their family members presently without a land title. By having title to their land, farmers are expected to benefit through indirect increased production and greater rural stability.

Although potentially land owners of all size holdings could benefit from this project, it is believed that the smaller farmers will be the principal recipients. The reason for this is primarily twofold: (a) Larger farmers are more familiar with government procedures and have more influence to bear in getting results; therefore, it is probable that larger landowners have a disproportionate share of existing land titles; and, (b) the number of small land holdings is so sizable that the sheer mechanics of dealing with so many owners is complex and time-consuming.

D. Reasonable alternatives to the project

No known reasonable alternatives exist other than to do nothing beyond what the GOI is already doing.

E. Rough cost estimate

The total project cost is estimated to be \$1.05 million of which \$550,000 (dollar equivalent) will be the GOI contribution and \$500,000 will be the AID contribution. Particulars are contained in paragraph IV.

F. Elements that make up the project

This will be a technical assistance project with training and commodity components. Approximately fifteen participants will receive academic and non-academic training abroad.

Approximately forty-four man months of technical assistance are planned including one technician for two years and twenty months of short-term consultancies in areas such as land surveying, mapping, titling, registration, land law, systems and procedures and aerial photography. It is desirable for long-term project personnel to have a basic working knowledge of the Indonesian language and, if necessary, receive some language training.

II. RELATIONSHIP OF THE PROJECT TO THE DAP AND TO HOST COUNTRY PRIORITIES

In 1977 President Suharto established an inter-agency committee to undertake policy research on agrarian affairs. Work of this committee, chaired by the Minister for Research and with membership including representatives from the Director General of Agraria, Department of Home Affairs, and various other government agencies and private institutions, is receiving considerable national recognition. In addition, Professor Soedarsono, newly appointed Minister of Agriculture, has advocated implementation of agrarian legislation citing that the number of large landowners is growing. The People's Consul-

tative Assembly (the highest policy making decision body in Indonesia) stated in its Decree No. IV/MPT/1978 that effective measures should be taken to insure that land use, land ownership and control of arable land are based on fair and equitable principles.

### III. DISCUSSION OF AID MAJOR POLICY ISSUES

There are no known major policy issues involved with this project. The exploratory nature of the project will enable the GOI and AID to identify potential policy issues, if any, to a larger, follow-on project.

### IV. ESTIMATED PROJECT COST AND COST TO AID AND GOI IN DOLLARS EQUIVALENT

The estimated cost of the project, including U.S. and host country costs, are provided below. Costs include a factor of 12 percent for inflation.

#### PROJECT COST ESTIMATE

(\$ 000)

	<u>AID</u>	<u>GOI</u>
Technical Assistance	270	30
GOI Personnel		100
Participant Training	110	150
Commodities	90	170
Other	<u>30</u>	<u>100</u>
	500	550
Total Estimated Project Cost -	\$1,050,000	

## V. PROJECT PREPARATION STRATEGY

A project preparation committee will be formed to develop the project and write the Project Paper. Membership on the committee will be made up of representatives from the Director General of Agraria, USAID and Technical Consultants. USAID will recruit the services of Technical Consultants to assist in the design of the project and to prepare the Project Paper. The project preparation committee will invite participation from the Department of Agriculture.

The exploratory nature of the project precludes the need of conducting a feasibility study. However, Project Development Support Funds are needed to obtain the services of two technical consultants for two months each to assist in the development and writing of the Project Paper. Target date for completion of the PP is February, 1979.

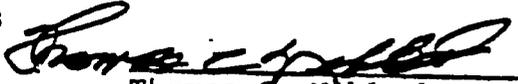
## VI. INITIAL ENVIRONMENTAL EXAMINATION

This project is not expected to affect the environment in any way. This project is primarily a technical assistance and training project that will assist the GOI in developing ways to efficiently and effectively survey, map, title and register land. Therefore, a Negative Determination is recommended in the attached IEE.

INITIAL ENVIRONMENTAL EXAMINATION

LAND MAPPING AND TITLING

Project Location: Indonesia  
Project Title: Land Mapping and Titling  
Funding: \$500,000  
Life of Project: 1979 - 1980  
IEE Prepared by: USAID/Indonesia  
Environmental Action Recommended: Negative Determination

Mission Director's  
Concurrence:  Date 5-1-78  
Thomas C. Niblock

Assistant Adminis-  
trator's Decision: Approved: \_\_\_\_\_  
Disapproved: \_\_\_\_\_  
Date: \_\_\_\_\_

## INITIAL ENVIRONMENTAL EXAMINATION

### LAND MAPPING AND TITLING

#### INDONESIA

#### I. EXAMINATION OF NATURE, SCOPE AND MAGNITUDE OF ENVIRONMENTAL IMPACT

##### A. Project Description

This is a pilot project to develop and test methods to increase the efficiency, accuracy and speed of surveying, mapping and registering land and titling private land.

##### B. Identification and Evaluation of Environmental Impacts

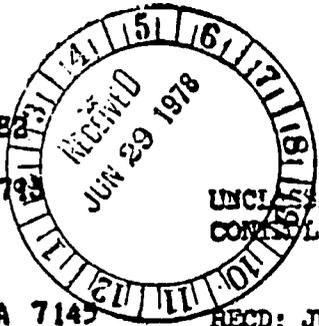
This project by its nature will have little to no impact on the environment since it is concerned with technical assistance, training and field and office procedures to identify, measure and locate land.

#### II. RECOMMENDATION FOR ENVIRONMENTAL ACTION

For the reasons stated above, this project will not have a significant effect on the human environment. Therefore, an environmental assessment or impact statement will not be required and a Negative Determination is recommended.

*Land Map*

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TAGS:

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SUBJECT: LAND MAPPING AND TITLING PID

POL  
SUPV  
REF: (A) JAKARTA 7304; (B) STATE 139318

CHRON

SSD

1. APAC APPROVES SUBJECT PID, WITH UNDERSTANDING PER REF A, PARA. 4, THAT STUDY OF EXISTING LAND HOLDING PATTERNS IN PILOT AREAS WILL PRECEDE FINAL PROJECT DESIGN TO ASCERTAIN TYPES OF PROBLEMS THAT MAY BE ENCOUNTERED BY SUBJECT PROJECT. STUDY SHOULD CONCERN ITSELF WITH BOTH LEGAL AND FUNCTIONAL ASPECTS, I.E., LAND OWNERSHIP VS. ACTUAL LAND USE, AND PROJECT SHOULD NOT PROCEED IF STUDY SUGGESTS THAT REGISTRATION AND TITLING EFFORT WOULD REINFORCE OR FORMALIZE INEQUITABLE DISTRIBUTION OF LAND.

2. FOR USAID INFORMATION, WE ARE POUCHING COPY OF 1977 REPORT BY JANNUZI AND PEACH (TEXAS UNIVERSITY AT AUSTIN) ON IMPLICATIONS OF LAND OCCUPANCY SURVEY IN BANGLADESH. BOTH JANNUZI AND PEACH WILL BE IN DACCA THIS SUMMER; USAID MAY WISH TO SEEK THEIR CONSULTING ASSISTANCE ON SUBJECT PROJECT. PLEASE ADVISE. VANCE  
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NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS																																																																																																																																																
<p><b>Program or Sector Goal:</b> The broader objective to which this project contributes: Increased access to productive resources by the rural population of Indonesia.</p>	<p><b>Measures of Goal Achievement</b> A. Increased demand for agricultural inputs (irrigation water, fertilizer, MYV-Seed, etc.) generated by agricultural loans secured by an increasing number of small Indonesian farmers who can prove ownership and/or use rights to the land.</p>	<p>A. Reports and records of the following GOI agencies 1. Directorate of Agraria 2. Ministry of Agriculture 3. Central Bureau of Statistics B. Socio-economic research reports written by concerned Indonesian Social Scientists.</p>	<p>Assumptions for achieving goal targets: GOI's continued commitment and support to rural socio-economic equity.</p>																																																																																																																																																
<p><b>Project Purpose:</b> To increase the rate of land mapping, registration and titling and the effectiveness of land administration in Indonesia.</p>	<p><b>Conditions that will indicate purpose has been achieved: end of project status</b> A. Three localizations mapped and registered in a pilot project utilizing accelerated methods of LMTB; B. Organizational structure and operating procedures within DGA commensurate with the recommendations of consultant reports and pilot activity evaluation; and C. A proposal prepared by DGA for an expanded follow-on project with U.S. or other donor assistance to implement on an enlarged scale a system, or systems, or LMTB developed and tested during the life of this exploratory project.</p>	<p>A. Evaluation of: 1. Pilot activities incorporating improved methods and techniques for rural land mapping, registration and titling. 2. Organizational, structural and operational changes within the DGA to facilitate large scale adoption of improved methods and techniques developed and tested in 1. B. Visits to pilot activity areas. C. Consultant's periodic progress reports. D. DGA submits proposal to USAID for a follow-on project.</p>	<p>Assumptions for achieving purpose: A. GOI's policy and attention will continue to: 1. quantitatively and qualitatively strengthen DGA to facilitate rural land mapping, registration and titling. 2. encourage interagency coordination within the GOI on a continuing basis. B. Evaluations will actually be conducted and the experience and knowledge gained will be incorporated in the design of other pilot activities and/or the follow-on project.</p>																																																																																																																																																
<p><b>Outputs</b> The expected outputs include: 1. socio-economic studies, surveys, and other empirical evidence documenting the effects of LMTB upon the rural poor. 2. trained GOI personnel in fields critical to the successful design, implementation, and evaluation of LMTB projects. 3. a tested/evaluated system(s) of accelerated LMTB on line and ready for implementation on a large scale.</p>	<p><b>Magnitude of Outputs:</b> A. Analysis of: 1) the managerial, technical, and legal aspects of the existing land titling and registration system; 2) past and current titling and registration efforts in Indonesia; 3) the effects of the organizational structure and operating procedures within the DGA upon the livelihood of the rural people. B. Recommendations for: 1) cost, time and accuracy effective methods of land mapping to meet the needs of existing and planned land registration and titling programs in Indonesia; 2) upgrading the capability of Agraria personnel to design, implement, and evaluate land registration and titling programs; 3) modifying and simplifying the existing rural land registration and titling system(s) used by the DGA; 4) automating (if feasible) various parts of the existing or proposed land mapping, registration and titling system(s) in Indonesia.</p>	<p>A. Reports generated as a result of: 1. in-depth studies of the existing land registration &amp; titling system in Indonesia. 2. cost, time, and accuracy analysis of alternative mapping systems. 3. immediate and long range training needs for Agraria personnel involved in rural land mapping, registration, and titling programs. 4. research analyzing the relationships between land titling, agraria organizational structure and the livelihood of the rural population. 5. literature review on land titling and registration in Indonesia with respect to the historical processes, social implications, and technical aspects involved. B. Systems design and specifications for forms, procedures, and standards submitted to Agraria and USAID.</p>	<p>Assumptions for achieving outputs: 1. research will actually be conducted and reports written 2. improved system of land mapping, registration and titling will be designed. 3. pilot activities will be conducted. 4. training needs will actually be analyzed.</p>																																																																																																																																																
<p><b>Inputs:</b></p> <table border="1" data-bbox="231 1003 546 1230"> <thead> <tr> <th colspan="4">Project Budget Table (US\$000)</th> </tr> <tr> <th></th> <th>AID<sup>1</sup></th> <th>GOI<sup>2</sup></th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>1. Technical Assistance</td> <td>816</td> <td>0<sup>3</sup></td> <td>816</td> </tr> <tr> <td>2. Pilot Activities</td> <td>0</td> <td>1380</td> <td>1380</td> </tr> <tr> <td>3. Commodities</td> <td>114</td> <td>133</td> <td>247</td> </tr> <tr> <td>4. Training</td> <td>215</td> <td>27</td> <td>242</td> </tr> <tr> <td>5. Monitoring and Evaluation</td> <td>219</td> <td>20</td> <td>249</td> </tr> <tr> <td>6. Other costs</td> <td>57</td> <td>65</td> <td>122</td> </tr> <tr> <td>7. Sub-total</td> <td>1431</td> <td>1625</td> <td>3056</td> </tr> <tr> <td>8. Inflation &amp; Contingency</td> <td>569</td> <td>348</td> <td>917</td> </tr> <tr> <td>9. Total project funding</td> <td>2000</td> <td>1973</td> <td>3973</td> </tr> </tbody> </table> <p><sup>1</sup>AID grant of 2,000,000 is 50.4% of all costs. <sup>2</sup>Total GOI assistance of 1,973,000 is 49.7% of all costs. <sup>3</sup>DGA support for TA will include per diem (outside of Jakarta) and all incountry travel expenses. Funding for DGA support is included in funding for pilot activities consistent with DGA budgeting procedures.</p>	Project Budget Table (US\$000)					AID <sup>1</sup>	GOI <sup>2</sup>	TOTAL	1. Technical Assistance	816	0 <sup>3</sup>	816	2. Pilot Activities	0	1380	1380	3. Commodities	114	133	247	4. Training	215	27	242	5. Monitoring and Evaluation	219	20	249	6. Other costs	57	65	122	7. Sub-total	1431	1625	3056	8. Inflation & Contingency	569	348	917	9. 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Adequate transportation made available to USAID consultants and staff</li> <li>3. Office space made available</li> <li>4. Office equip. made available</li> <li>5. Adequate # of qualified counterparts supporting USAID consultants</li> </ol>	<p>Assumptions for providing inputs:</p> <p>A. <b>U.S.</b></p> <ol style="list-style-type: none"> <li>1. Advisors will arrive on schedule</li> <li>2. USAID/I will continually monitor the project</li> <li>3. Participants will be trained</li> <li>4. USAID will fund the project</li> </ol> <p>B. <b>GOI</b></p> <ol style="list-style-type: none"> <li>1. Sufficient DGA support in terms of budget for transportation, counterparts, and equipment will be made available to the project in a timely manner.</li> <li>2. Candidates for long and short-term training will be identified.</li> </ol>
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6. Other costs	57	65	122																																																																																																																																																
7. Sub-total	1431	1625	3056																																																																																																																																																
8. Inflation & Contingency	569	348	917																																																																																																																																																
9. Total project funding	2000	1973	3973																																																																																																																																																
Disbursement Schedule (\$000)																																																																																																																																																			
AID GRANT	FY 81	FY 82	FY 83	TOTAL																																																																																																																																															
1. Technical Assistance	292	350	174	816																																																																																																																																															
2. Commodities	20	90	4	114																																																																																																																																															
3. Training	60	86	69	215																																																																																																																																															
4. Research	70	89	70	229																																																																																																																																															
5. Other Costs	23	23	11	57																																																																																																																																															
6. Subtotal	465	638	328	1431																																																																																																																																															
7. Contingency	140	191	98	429																																																																																																																																															
8. Inflation	45	63	32	140																																																																																																																																															
9. Total	650	892	458	2000																																																																																																																																															
1. Commodities	55	48	30	133																																																																																																																																															
2. Pilot activities	410	560	410	1380																																																																																																																																															
3. Training	8	11	8	27																																																																																																																																															
4. Research	4	8	6	20																																																																																																																																															
5. Other costs	19	26	20	65																																																																																																																																															
6. Subtotal	498	653	474	1625																																																																																																																																															
7. Contingency	80	105	76	261																																																																																																																																															
8. Inflation	26	35	26	87																																																																																																																																															
9. Total	604	793	576	1973																																																																																																																																															

PARTICIPANT TRAINING

Speciality of Individuals Recommended for Training	USA and/or third country	In-country	#of persons	Duration (p.m.)	Description of Training Required
Observation tours for senior and mid-level officials	X		12	2	To observe modern methods of LMTR and record keeping utilized in USA and third countries.
Computer programmer	X		3	6	To study and observe LMTR application of computer programming techniques utilized in USA and/or third countries
Photographic reproduction technician	X		7	12	To study and acquire skills necessary for processing new types of sensitive photographic films in LMTR and increase the overall quality of photographic reproduction in DGA.
Photogrammetric operators		X	1	12	To study and acquire skills necessary for utilizing photogrammetric maps in support of land registration/titling
Cartographer		X	1	12	To acquire skills necessary for detailed mapping in support of land registration and titling
Surveyor		X	1	36	To acquire land surveying skills in support of LMTR
Geodetic Engineer		X	1	24	To acquire advanced degree in geodesy in support of LMTR

CRITERIA FOR SELECTING LONG-TERM ACADEMIC TRAINEES  
FOR LMTR PROJECT

A. General Criteria

1. Acceptable undergraduate transcript from GOI educational institutions.
2. Acceptable work experience in Indonesia with DGA for at least one year.
3. Future assignment with DGA that is project oriented.
4. Not more than 40 years of age
5. Willingness to work at assigned DGA position for a minimum of two years for each year of training.

B. Additional Criteria for Long Term Training Outside Indonesia

1. Acceptable work experience in Indonesia with DGA for at least one year and demonstrated maturity for participation in U.S./third country participant training.
2. TOEFL of 500 (base) score in English.

**SCHEDULE FOR CONSULTANT ARRIVALS/DEPARTURES AND PILOT PROJECTS**

	Jan 1981				Jan 1982				Jan 1983				Jan 1984																										
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39
Socio-economic Advisor	_____																																						
Systems Analyst	_____																																						
Mapping Technician	_____																																						
Data Processing programmer	_____																																						
Legal Analyst	_____																																						
Management Advisor	_____																																						
Management Information Analyst	_____																																						
Pilot project (1st phase)	_____																																						
Pilot project (2nd phase)	_____																																						
Pilot project (3rd phase)	_____																																						



Breakdown of DGA Personnel for Pilot Project Implementation

(Per site)

1	Project Officer
1	Cashier
3	Secretarial staff
2	Experts
20	Surveyors
4	Labor managers
4	Draftsmen
8	Administrative officials
80	Local laborers

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The pilot project will commence January 1981. Project sites of approximately Kecamatan size will be located in the Provinces of West Sumatra, South Sulawesi and Central Java. The project sites will be enlarged during each subsequent year of the project to include other areas within the same three provinces.

Agriculture Statistics for the provinces of Central Java, WestSumatra, and South Sulawesi

<u>Category</u>	<u>C. Java*</u>	<u>W. Sumatra*</u>	<u>S. Sulawesi*</u>
Total population	24082344	3096418	5821254
Total area (sq. km)	34206	49778	72781
Total population density/Km <sup>2</sup>	714	59.3	73.8
Total # of households	4869199.	607323.	971884.
Average # of members in each household	5.5	4.9	4.7
Percentage of population living in rural areas	89.2	82.3	81.8
Total agricultural land (ha.)	1845359.	385312.	843532.
Total # of farms	2765900.	426520.	648800.
Average rice production kg./ha (wet/dry)	3,310	3,248	2,921
Total value of rice production/ha. (\$)	\$222.	\$307.	\$149.
Total input costs/ha. for rice production (\$)	\$59.	\$53.	\$32.
Total production of rice (m. tons)	4509083	858424	1720303
Total ha. in corn	767866	4527	283838
Total corn production (m tons)	1016655	5681	356217
Total ha. in cassava	313358	4236	39167
Total cassava production (m tons)	2820222	46596	379920
Total ha. in sweet potatoes	33754	1925	12432
Total sweet potatoes production (m tons)	239653	16748	84538

<u>Category</u>	<u>C. Java*</u>	<u>W. Sumatra*</u>	<u>S. Sulawesi*</u>
Total ha. in peanuts	112917	4188	43793
Total peanut production (m tons)	97786	4215	35560
Total ha. in soybeans	174552	2067	14453
Total soybean production (m tons)	138245	1778	10132
Total ha. in forest land (000,000)	0.624	2.360	3.222
Total # of cattle (000)	1022	156	567
Total # of buffalo (000)	368	99	357
Total # of goats and sheep (000)	3292	70	174
Total # of pigs (000)	64	-	139
Total # of horses (000)	53	7	163

\* Cited from the statistical Pocketbook of Indonesia, 1978/1979,  
Central Bureau of Statistics.

ACTION MEMORANDUM

TO : Mr. Thomas C. Niblock, DIR  
FROM : Barry K. Primm, AGR   
SUBJECT : Project Authorization

Your approval is required for a grant of \$2,000,000 from Section 103 of the Foreign Assistance Act of 1961 as amended, appropriation to Indonesia for Land Mapping, Titling and Registration Project No. 497-0312.

Discussion: The Land Mapping, Titling and Registration (LMTR) Project is a joint GOI/USAID effort to increase the rate of LMTR and the effectiveness of land administration in Indonesia. The project as such will have two foci. The primary focus is to assist GOI's Directorate General of Agraria in its efforts to accelerate LMTR in rural Indonesia by developing cost and time effective methods of land record keeping, mapping and administration. This will be done by testing newly developed methods of LMTR in a pilot project at three sites located in Central Java, West Sumatra and Sulawesi. The project's secondary focus is to demonstrate that land registration and titling had economic and social benefits for the rural poor. USAID grant assistance will provide technical assistance, participant training and some commodities.

The Directorate General of Agrarian Affairs will sign the grant agreement on behalf of the Government of Indonesia. The Directorate of Land Registration (DLR) within the Directorate General of Agraria will administer the project. The technical assistance, procurement of commodities and placement of trainees will be by a contractor selected from an appropriate U.S. educational, consulting or government organization.

Waivers: None Required

Justification to Congress: FY 80 Congressional Presentation page 79. Due to increases in project budget Congressional Notification was required. Congressional Notification expires on 29 August 1980, per cable State 222809.

Clearances Obtained: The Project Identification Document was approved in AID/W on 29 June 1978, per cable State 165065. The AA/ASIA delegated authority to approve this project to the Mission Director on 6 April 1979, per cable State 085392.

The project has been cleared in the Mission by: PRO, OMF, EHR and RD.

Recommendation: That you sign the attached Project Authorization.

PROJECT AUTHORIZATIONName of Country: INDONESIAName of Project: Land Mapping, Titling  
and Registration

No. of Project : 497-0312

1. Pursuant to Section 103 of the Foreign Assistance Act of 1961, as amended I hereby authorize the Land Mapping, Titling and Registration Project for Indonesia involving planned obligations of not to exceed \$2,000,000 in grant funds over a three year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.
2. The project consists of developing cost and time effective methods of land record keeping, mapping and administration. This will be done by testing various methods in pilot project at various sites.
3. The Project Agreement which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services

Goods and services, except for ocean shipping, financed by A.I.D. under the project shall have their source and origin in the Cooperating Country or in the United States except as A.I.D. may otherwise agree in writing.

Ocean shipping financed by A.I.D. under the project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States.

b. Other

Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement, the Grantee shall furnish in form and substance satisfactory to A.I.D., finalized identification of pilot project sites to be implemented during the first year.



Thomas C. Niblock  
Director, USAID/Indonesia

### 5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable generally to projects with FAA funds and project criteria applicable to individual fund sources: Development Assistance (with a subcategory for criteria applicable only to loans); and Economic Support Fund.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE?  
HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PRODUCT?

#### A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653 (b); Sec. 634A. (a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) Is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)?
 

a) Project was in FY 79 congressional presentation; b) Since funding will be more than original estimation, Congressional Committee will be formally notified.
2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?
 

Yes, to both questions
3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?
 

No legislation required
4. FAA Sec. 611(b); FY 79 App. Act Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?
 

N/A
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?
 

N/A
6. FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.
 

No

**A.**

7. FAA Sec. 601(a). Information and conclusions: whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

Project is to improve the access of the rural poor to productive resources and indirectly encourage the use of credit institutions and discourage monopolistic land practices.

8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

The project will not effect U.S. private trade and investments

9. FAA Sec. 612(h); Sec. 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.

Approximately 50% of the cost of the project will be local currency costs funded by the GOI and are included or to be included in the development budget- See "Financial Analysis".

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

No U.S. owned excess currency available

11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

PASA recommended

12. FY 79 App. Act Sec. 608. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar, or competing commodity?

N/A

**B. FUNDING CRITERIA FOR PROJECT**

**1. Development Assistance Project Criteria**

a. FAA Sec. 102(b); 111; 113; 281a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained

Project will improve GOI's institutional capacity to more effectively/speedily map, title and register land

8.1.a.

basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

b. FAA Sec. 103, 103A, 104, 105, 106, 107.  
 Is assistance being made available: (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

(1) [103] for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; [103A] if for agricultural research, is full account taken of needs of small farmers;

Project will secure access of small farmers to the productive resources of agriculture (land) through the development of land mapping, titling and registration methods which are time accuracy and cost effective

N/A

(2) [104] for population planning under sec. 104(b) or health under sec. 104(c); if so, extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

N/A

(3) [105] for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

(4) [106] for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

(i) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

N/A

(ii) to help alleviate energy problems;

N/A

(iii) research into, and evaluation of, economic development processes and techniques;

Research component of project will analyze socio-economic effects of land mapping titling and registration upon AID target groups

(iv) reconstruction after natural or manmade disaster;

N/A

8.1.b.(4).

(v) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance; N/A

(vi) for programs of urban development especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development. N/A

c. [107] Is appropriate effort placed on use of appropriate technology? Yes

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)? Recipient country has agreed to contribute well over 25% of the total project costs.

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to the Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"? No

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental and political processes essential to self-government. See Social Analysis of Project Paper

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase or productive capacities and self-sustaining economic growth? Yes

2. Development Assistance Project Criteria (Loans Only)

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects. N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? N/A

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8.

3. Project Criteria Solely for Economic Support Fund

a. FAA Sec. 531(a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of section 102? Yes

b. FAA Sec. 533. Will assistance under this chapter be used for military, or paramilitary activities? N/A

5C(1) - COUNTRY CHECKLIST:

Listed below are, first, statutory criteria applicable generally to FAA funds, and then criteria applicable to individual fund sources: Development Assistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights?
 

Yes, See social analysis in project paper
2. FAA Sec. 481. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the United States unlawfully?
 

No
3. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communist movement?
 

Yes, the required determination has been made
4. FAA Sec. 620(c). If assistance is to government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government?
 

We are not aware of any cases that make Indonesia uneligible under this section
5. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities?
 

The majority of business and property owned by U.S. citizens which was nationalized during the Sukarno regime (principally in 1964 and early 1965) has been returned to U.S. owners or mutually acceptable settlement negotiated. A Presidential Decree dated dec. 19, 1966 indicated its willingness to return nationalized assets.

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A.

6. FAA Sec. 620(a), 620(f); FY 79 App. Act, Sec. 108, 114 and 606. Is recipient country a Communist country? Will assistance be provided to the Socialist Republic of Vietnam, Cambodia, Laos, Cuba, Uganda, Mozambique, or Angola?
- No, to both questions
7. FAA Sec. 620(1). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?
- No
8. FAA Sec. 620 (1). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property?
- No
9. FAA Sec. 620(1). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?
- Indonesia has initiated the investment guaranty program.
10. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters:
- Indonesia has not sized any U.S. fishing vessels.
- a. has any deduction required by the Fishermen's Protective Act been made?
- b. Has complete denial of assistance been considered by AID Administrator?
11. FAA Sec. 620; FY 79 App. Act, Sec. 603.  
(a) Is the government of the recipient country in default for more than 6 months on interest or principal of any AID loan to the country?  
(b) Is country in default exceeding one year on interest or principal on U.S. loan under program for which App. Act appropriates funds?
- No. to both questions
12. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the
- 15% of FY 77/78 budget was for defense. Imports of military equipment in FY 76/77 were .03% - 0.6% of total imports. GOI is not importing sophisticated weapons systems.

A.12.

amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, as reported in annual report on implementation of Sec. 520(s). This report is prepared at time of approval by the Administrator of the Operational Year Budget and can be the basis for an affirmative answer during the fiscal year unless significant charges in circumstances occur.)

13. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption? No

14. FAA Sec. 620(u). What is the payment status of the country's U.II. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget? Payment status is up to date

15. FAA Sec. 620A, FY 79 App. Act, Sec. 607. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism? No

16. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there to carry out economic development program under FAA? No.

17. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty? No.

B. FUNDING CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural productivity through small-farm labor intensive agriculture, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reduction of unemployment, and (6) increased literacy? Yes