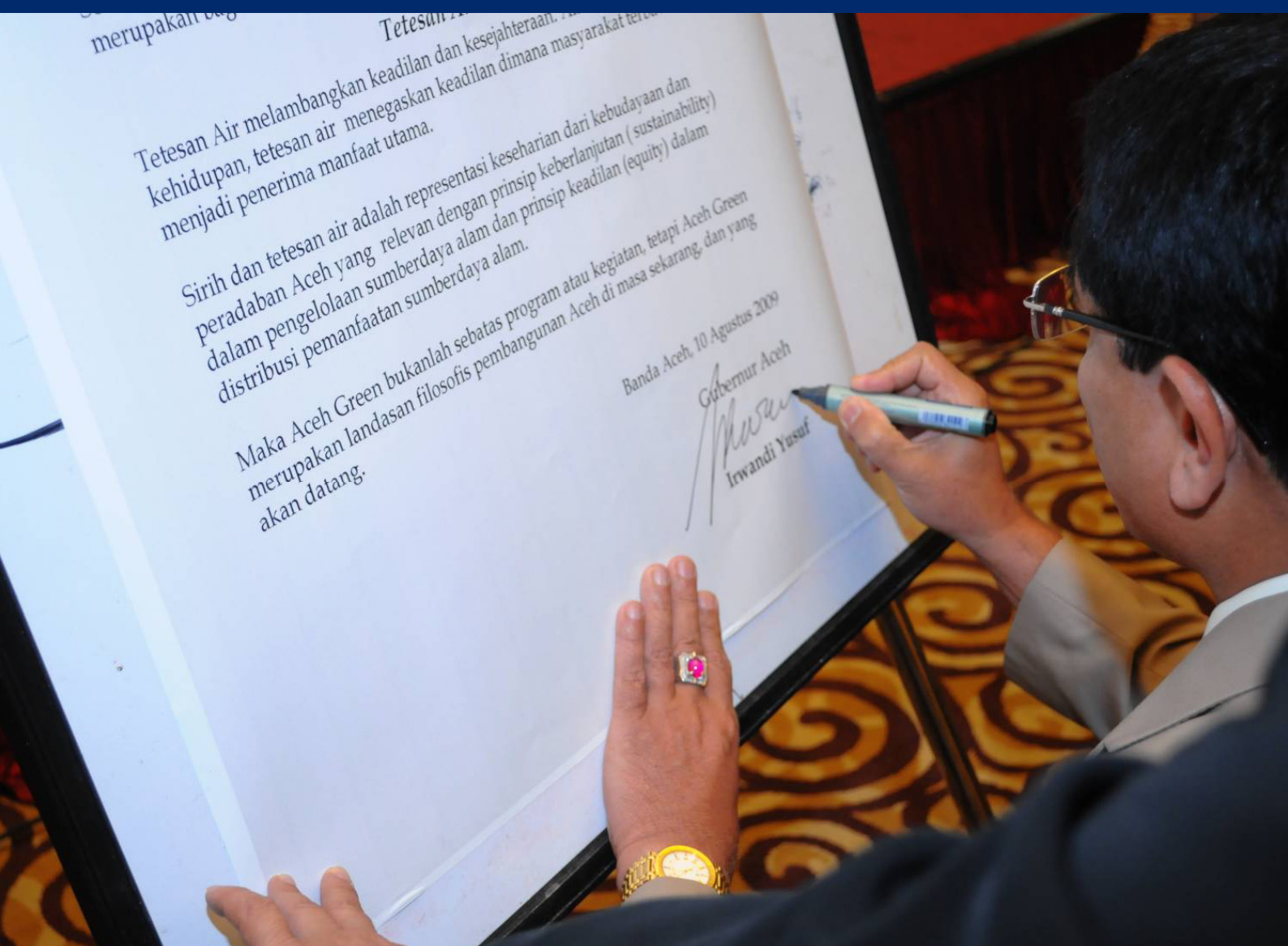




USAID
FROM THE AMERICAN PEOPLE



THE POTENTIAL FOR ACEH GREEN DEVELOPMENT



SEPTEMBER 2009

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Governor Irwandi of Aceh province signed Aceh Green Charter, an effort to provide a sustainable environmental regulations for the entire area.

THE POTENTIAL FOR ACEH GREEN DEVELOPMENT

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GLOSSARY AND ACRONYMS

Adat	Customary law
ADB	Asian Development Bank
AFEP	Aceh Forest and Environment Program (implemented by FFI and LIF)
AGTP	Aceh Governance Transformation Program (UNDP program)
AMDAL	Environmental Impact Assessment (<i>Analisa Mengenai Dampak Lingkungan</i>)
APBA	Provincial budget (or budgetary sources) (<i>Anggaran Pendapatan dan Belanja Aceh</i>)
APBN	National budget (or budgetary sources) (<i>Anggaran Pendapatan dan Belanja Nasional</i>)
APED	Aceh Partnerships for Economic Development – UNDP program
Bappeda	Regional Development Planning Board (<i>Badan Perencanaan Pembangunan Daerah</i>)
Bappenas	National Development Planning Board (<i>Badan Perencanaan Pembangunan Nasional</i>)
Bappedal NAD	Aceh Environmental Impact Management Board (<i>Badan Pengendalian Dampak Lingkungan Hidup NAD</i>)
BKPG	Prosperous Gampong Financial Assistance program (<i>Bantuan Keuangan Pemakmuran Gampung</i>)
BKPP	Civil Service Training and Education Board (<i>Badan Kepegawaian Pelatihan dan Pendidikan</i>)
BKPP	Food Security and Extension Services Body
BKRA	Aceh Reconstruction Continuation Board (<i>Badan Kesenambungan Rekonstruksi Aceh</i>)
BPKEK	Leuser Ecosystem Region Development Board (<i>Badan Pengembangan Kawasan Ekosistem Leuser</i>)
BPKP	Financial and Development Supervisory Board (<i>Badan Pengawasan Keuangan dan Pembangunan</i>)
BPM	Community Empowerment Board (<i>Badan Pemberdayaan Masyarakat</i>)
BRR	Rehabilitation and Reconstruction Board (<i>Badan Rehabilitasi dan Rekonstruksi</i>)
CSO	Civil society organization – normally non-foundation (<i>yayasan</i>) community-level groups
DAI	Development Alternatives Inc.
Dinas	Government agencies (agencies at both provincial and district/municipal level)
EoA	Eye on Aceh (local NGO)
EDFF	Economic Development Funding Facility
ESP	Environmental Services Program – USAID-funded program
ETESP	Earthquake and Tsunami Emergency Support Project (umbrella ADB project)
FFI	Flora Fauna International
GAM	Free Aceh Movement (<i>Gerakan Aceh Merdeka</i>)
GoA	Government of Aceh
HWC	Human-wildlife conflict
IDLO	International Development Law Organization
IREP	Infrastructure Reconstruction Enabling Program
IRFF	Infrastructure Reconstruction Financing Facility
JKMA	Aceh Adat People's Community Network (<i>Jaringan Komunitas Masyarakat Adat Aceh</i>)

KAU–PPAS	General Budget Policies/Budget Planning Priorities (<i>Kebijakan Anggaran Umum/Plafon Prioritas Anggaran</i>)
LBH	Legal Aid Institute (<i>Lembaga Bantuan Hukum</i>)
LGSP	Local Governance Support Program – USAID-funded program
LIF	Leuser International Foundation
LoGA	Law on the Governance of Aceh
MDF	Multi-Donor Fund
Migas	Oil and gas (revenue) (<i>Minyak dan gas</i>)
Mukim	Traditional leader of 8-13 villages in a ‘ <i>kemukiman</i> ’ area, has advisory role in matters of customary law (<i>adat</i>), including natural resources management.
Musrenbang	Public consultations on economic development (<i>Musyawarah perencanaan masyarakat</i>)
NAD	Nanggroe Aceh Darussalam – the official name of Aceh Province
NGO	Non-Government Organization
PES	Payment for ecosystem/environment services
OISCA	Organization for Industrial, Spiritual and Cultural Advancement (Japanese)
Otsus	Special Autonomy (<i>Otonomy Khusus</i>)
PNPM	National Program for People’s Development (<i>Program Nasional Pembangunan Masyarakat</i>)
REDD	Reducing Emissions through Deforestation and Degradation
Renja	Work Plan (yearly work plan for SKPA) (<i>Rencana Kerja</i>)
RPJP	Long-Term Development Plan (twenty-year period) (<i>Rencana Pembangunan Jangka Panjang</i>)
RPJM	Medium-Term Development Plan (five-year period) (<i>Rencana Pembangunan Jangka Menengah</i>)
RPJT	Yearly Development Plan (<i>Rencana Pembangunan Jangka Tahunan</i>)
RTRW	Provincial spatial plan (<i>Rancangan Tata Ruang Wilayah</i>)
RTSPO	Round Table on Sustainable Palm Oil
SKPA	<i>Satuan Kerja Perangkat Aceh</i> – Government agency or department, normally used to denote provincial agencies, covering all Departments (<i>Dinas</i>) and other select boards and councils.
RAND	
TAPA	(Multi-agency) Aceh Government Budget Team, headed by the Governor (<i>Tim Anggaran Pemerintah Aceh</i>)
TIPERIKSA	Forestry Redesign Team
UNDP	United Nations Development Program
Unsyiah	Syiah Kuala University
USAID	United States Agency for International Development
WWF	World-Wide Fund for Nature
YPA	Aceh Permaculture Foundation (<i>Yayasan Permaculture Aceh</i>)

EXECUTIVE SUMMARY

In 2007, Governor Irwandi launched 'Aceh Green' as a provincial development paradigm that balances livelihoods and job creation for ex-GAM and conflict communities based on forest conservation and sustainable natural resources management. Since then, the Governor has worked to mainstream Aceh Green into provincial development planning. Several significant breakthroughs have been made in the forestry and plantations sector in particular and in the development of information management systems.

While progress has been made in realizing the Aceh Green vision, there are significant gaps in mainstreaming it into provincial development planning. One constraint stems from differing visions of Aceh Green and its implementation. A number of non-government actors wish to see a comprehensive approach to realizing the Aceh Green vision and the UNDP has produced several reports that map out an 'investment strategy' that aims to engage both government and non-government actors to protect Aceh's natural resources, strengthen local capacities, promote social justice and support economic development. However, no single actor has been able to engage the Aceh Green Transitional Secretariat, located at the Governor's office, in formulating such a comprehensive strategy. The Secretariat is concerned with acting as a point of contact for donor and non-government programs that focus on forestry and spatial planning issues. The Secretariat has had only 'ad hoc' involvement to date with government departments other than the Forestry and Plantations Department (e.g. the Agriculture and the Public Works Departments) and have exhibited almost no interest in engaging the government planning mechanisms that underpin the entire development process.

As a result, there are currently many 'gaps':

1. Poverty reduction and rural development strategies are rudimentary; civil society participation is minimal despite recent gains;
2. Supply chain development is a long way off;
3. Non-government assistance in government development planning, particularly in sectoral agencies such as agriculture, is currently almost non-existent;
4. 'Disconnects' between and within government agencies in planning and program implementation exist across the province.

Building on past experience in Aceh, development actors now have an enhanced capacity and will to design programs that ensure better environmental outcomes - even where local government is not leading the way. Village-based development is also progressing apace: villages are being empowered to manage local resources under a new Qanun (regulation) and every village will directly receive a government grant to develop local infrastructure and revolving funds. There is also significant consolidation around a new spatial plan for Aceh, including the regulatory framework, and appraising and mapping the province's assets.

As such, this report is not only concerned with non-government agencies and government departments actively supporting the Aceh Green Transitional Secretariat but also with taking stock of the various phenomena affecting environmentally sustainable development in Aceh (Section 3 of this report) and relevant programs that have had only limited interest in supporting Aceh Green to date (Section 4).

Section 5 of this report builds on information presented in earlier sections to offer an overview of the synergies and gaps surrounding environmentally sustainable development in Aceh as well as general opportunities or recommendations for future programming investment. The recommendations emphasize opportunities to engage local government and/or leverage government funds to support livelihoods development, particularly in rural communities. Any future initiative will take time and effective planning.

I. INTRODUCTION

In the aftermath of the tsunami disaster of 26 December 2004, the province of Nanggroe Aceh Darussalam, better known simply as Aceh, has witnessed significant change characterized by an influx of relief and development assistance and the provision of substantial autonomy to set the agenda for local economic development.

Aceh's Governor Irwandi Yusuf, began the 'Aceh Green' initiative as a means to promote environmentally sustainable economic development and installed a team of advisors¹ (funded by several non-government agencies) as the 'Aceh Green Transitional Secretariat', under a formal Governor's Decision in 2008.

Two years have passed since the first mootings of Aceh Green and, despite numerous gains, many parties still find defining 'Aceh Green' and its development agenda a difficult task. The Secretariat team describes Aceh Green as a development 'philosophy' or approach and has identified key sectors and issues subsequently developed in several reports. The four key sectors and 10 sub-sectors identified by the team are:

1. Energy Security Through Green Energy Development
 - a. Geothermal
 - b. Hydropower
2. Environmental Conservation based on sustainable forestry management
 - a. Developing management and protection of forests
 - b. Reforestation and rehabilitation
 - c. Developing agro-forestry and community forestry
3. Food and livelihoods security through sustainable economic development
 - a. Developing partnerships between small-holders and the private plantation sector
 - b. Development and management of fisheries and aquaculture
 - c. Development of public infrastructure that supports protection of the environment
4. Waste management and renewable energy
 - a. Management of waste materials through reducing volume, pollutants and adding value
 - b. Management of mineral energy and mining

In late 2008 USAID's Environmental Service Program (ESP) and UNDP, became concerned that the 'landscape' surrounding Aceh Green was as yet uncharted and agreed that clarification of 'who was doing what where' would promote information sharing and the strategic consolidation of Aceh Green.

This consultancy is an attempt to map out the landscape.

¹ Members of the Secretariat were drawn from the Governor's "Assistance Team" and include: Ilarius Wibisono and M. Yacob Ishadamy, GIS/IT specialists; Nurdin M. Husin and M. Nur Rasyid, legal experts; Hasan Yudie Sastra and Idal Bahri, economic specialists.

2. APPROACH

The approach taken in this report is to look at specific government and non-government initiatives and mandates that support or can potentially support Aceh Green..

Relations with Government Agencies

During the initial stages of the consultancy it was observed that the Aceh Green Transitional Secretariat primarily functioned as a 'focal point' for international agencies in developing environmentally-sound programs and that the team had little apparent interest in working with local government.

As a result, it was agreed that obtaining information on the activities of government agencies relevant to the consolidation of Aceh Green would be the priority area of endeavor. The 2010 budget planning process was the initial focus, as the Aceh Green team was more concerned with influencing future initiatives than taking stock of existing activities. The provincial planning agency, Bappeda, was the main point of contact due to its role as the central repository for government budget information and as the key facilitator in policy formulation.² A set of survey questions was developed³ and, although Bappeda was generally open to discussion, efforts to obtain 2009 and 2010 development plans were unsuccessful due to an unwillingness to release the official documents.

The problem of accessing government planning and program information seemed to have been resolved in mid-May when Governor Irwandi and the Secretariat committed, with support from ESP, to hold a three-day workshop with the heads of all provincial government agencies (SKPA). The workshop, scheduled for July, presented an unprecedented opportunity to access government agencies in the context of developing Aceh Green.

However, the situation at the end of June changed rapidly. The Secretariat team were absent at this time attending an REDD related workshop in Brazil. Their return was delayed and they decided to postpone the workshop to allow more time for preparation. The consultant's contract expired before the eventual implementation of the workshop in August. As a result, Section 4 of this report contains limited information from interviews, data mining and independent analysis of the 2009 General Budget Policies/Budget Planning Priorities document (KUA - PPAS : *Kebijakan Anggaran Umum/ Plafon Prioritas Anggaran Sementara*).⁴

² Appendix 2 of this report contains a list of all 42 provincial civil service units (departments and boards, known as SKPA) and indicates the core agencies relevant to the implementation of Aceh Green as well as those contacted in the course of this consultancy. Information on the seven core development planning SKPAs and their primary functions in formulating, implementing and monitoring government programs is contained in Appendix 3 of this report.

³ See Appendix 4

⁴ This document, which summarizes provincial government planning policies and budgets, was finally obtained from Bappeda after much effort on June 24.

Relations with Non-Government Programs

Relations with non-government programs developed steadily. Many large and small non-government programs have been directly involved in the evolution of Aceh Green, either through providing material support to the secretariat or consulting with them in the design and implementation of their programs.⁵ Several large programs that have worked with Aceh Green – notably the ADB-ETESP program and GTZ – closed mid-year and will soon be followed by several USAID-funded programs. Information collection efforts concentrated on programs remaining in Aceh until late 2009 and into 2010 or beyond.⁶

Interviews were held, program information was obtained directly from program managers and ‘data mining’ was conducted through existing databases and organizational websites. The quality of the information obtained was limited; it was often out-of-date, lacking specific details (particularly on program location) and did not highlight the particular relevance of the program to Aceh Green. Obtaining information on recent developments in REDD programs (Reducing Emissions through Deforestation and Degradation) and carbon credit schemes was particularly problematical, as there is a high degree of competition and uncertainty.⁷

Information obtained from the sources cited above was inserted in the standard format. The Aceh Green secretariat decided to support the initiative by sending an official ‘request for information’ letter asking program managers to ‘fill in the blanks’ in the standard format.⁸ The team planned to insert the information into the database under development at the SIM Center (next to the secretariat meeting room). This database project, headed by Pak Yakub of the secretariat under instruction from the Governor, is an essential asset in consolidating Aceh Green. The inclusion of information from non-government actors would place a definite emphasis on Aceh Green and enhance the overall utility of the database, which should be operational by September this year. (See Section 3)

⁵ During the early stages of the consultancy, Pak Yakub of the Aceh Green secretariat also asked the consultant to research non-government capacity building programs that could support the realization of Aceh Green. In keeping with the emphasis on governance issues, time was spent learning from the experiences of capacity building programs.

⁶ There is also a vast variety of programs that promote sustainable livelihoods development in Aceh, such as education, health and water/sanitation programs. It was agreed with DAI in the first weeks of the consultancy that these programs would not be a focus.

⁷ Interviewees were particularly vague about how the REDD schemes to sell shares in ‘carbon capital’ locked in Aceh’s forests would benefit local people, especially in regards to issues of the ‘ownership’ and management of resources as well as the broader implications for investing the money in local livelihoods development. More information can be obtained if more time is allowed for this consultancy.

⁸ A standard Excell format for the presentation of information on Aceh Green-related programs was developed. The standard formats are contained in Appendices 5.a. and 5.b.. Appendix 6 contains a list of contact persons at the relevant programs. The main databases accessed for ‘data mining’ were the government’s RAND database (formerly managed by BRR and now located at the provincial Bappeda office) and the World Bank’s ‘Multi-Stakeholder Review of Post-Conflict Programming’ database.

3. BACKGROUND

The following sections present a brief overview of the context that affects the potential for Aceh Green development.

3.1. ACHIEVEMENTS OF THE ACEH GREEN SECRETARIAT TO DATE

The Secretariat has had considerable progress acting as a point of contact for programs concerned with environmental and spatial planning issues and working with various actors to devise ground-breaking initiatives to protect Aceh's forests.

Among the breakthroughs are:

1. The moratorium on all logging in Aceh (declared by the Governor in 2007)
2. A forestry concessions review.
3. The establishment of the TIPERIKSA and development of a draft forestry spatial plan.
4. The historic Reducing Emissions through Deforestation and Degradation (REDD) agreement that grew out of the UNFCCC meeting in Bali.
5. The agreement on carbon credits signed with the Governor of California (and another long-standing agreement with Merrill Lynch that has yet to see credits flow, partly due to the financial crisis).
6. Establishment of the Leuser Ecosystem Regional Development Board (*Badan Pengembangan Kawasan Ekosistem Leuser – BPKEL*).
7. Advising on the formulation and implementation of the Aceh Forestry and Environment Program (AFEP) funded through the Multi-Donor Fund – the single largest environmental project in Asia, valued at USD17.5 million over four years.
8. Creation of the SIM - C database that combines tracking government spending with spatial data – to enable environmental monitoring of programs.
9. A re-drafting and re-finishing of the Aceh Green document and program (in Indonesian). Originally a work of foreign consultants, this is now a much more complete and relevant document.
10. Socialization to SKPA and provincial leaders of Aceh Green and steps to leveraging programming to meet Aceh Green criteria.

Most time and effort has been devoted to forestry conservation. The framework for the first comprehensive audit of forest-based carbon and other local resources was finalized by private-sector actor Carbon Conservation in consultation with AFEP partners and the Aceh Green Secretariat. The audits in the Ulu Masen ecosystem area were winding down in June, while the audits in the larger Leuser ecosystem area were still in preparation.⁹

The SIM-C database also represents a breakthrough. The framework is designed to contain information on government programs as well as spatial information, which enables closer monitoring not only of program spending but also of natural resource management issues:

⁹ There are two kinds of audits: 1) the Voluntary Carbon Standard audit, measuring carbon reserves locked in forest areas and; 2) the 'CCBA' audit, measuring social, environmental, and qualitative issues. These audits provide data on the carbon 'capital' locked in the natural environment and are the necessary basis for the development of carbon credit schemes.

For example, enabling users to check the location of activities to ensure that forest areas, rivers and other natural resources are not adversely effected by infrastructure or other development initiatives. The key word search presents results not only in table form but also pictorially, with activities locations noted on a map of Aceh - another tool for seeing 'who is doing what where'.¹⁰

Other areas in which Aceh Green is progressing are:

1. Waste management: Spearheaded by the UNDP solid waste management project, efforts to clear cities and rice fields of tsunami debris have developed into comprehensive, government-led strategies for waste management and recycling, including solid waste-related livelihoods programs. These efforts are mainly centered in the cities.
2. Palm Oil sector development: The initial push to form a Round Table on Sustainable Palm Oil (RTSPO) to promote the industry model developed in neighboring Malaysia ran into resistance from private interests and has been replaced by a less ambitious effort to create a Palm Oil Steering Committee to bring stakeholders together to discuss the development of the sector. The Steering Committee, headed by the Forestry and Plantations Department, is currently being formed with support from the secretariat and concerned local NGOs.

3.2. 'STATUS' OF THE ACEH GREEN TRANSITIONAL SECRETARIAT

The primary focus of the Transitional Secretariat has long been to create an Aceh Green Commission with formal-legal status under a Governor's Decree. This focus was side-tracked in May of 2009. In the absence of any formal-legal standing, Aceh Green can not become part of the provincial plan or acquire funding from normal budgeting processes. The Secretariat has decided to try to leverage government departments in developing and implementing Aceh Green-like initiatives. This has had some success with the fisheries and agriculture-plantations departments. But without engaging in a systematic way the mechanisms that underlie the entire development planning process the impact of Aceh Green will be limited.¹¹

The capacity of the Secretariat to facilitate the development of Aceh Green-like projects over the long term is limited. Manpower and expertise is extremely limited at present and plans allow for only limited expansion. In the absence of a structured work plan and goals, the Secretariat looks set to remain, in the short-term at least, the unstructured entity it has been over the past two years.¹² (See also Section 5 of this report.)

¹⁰ The standard format for information presentation in this consultancy was designed in cooperation with the SIM-C team to enable easy transfer from the Microsoft Excel format directly into the database. The framework of the database is scheduled for completion at end-June and the project leaders recently obtained a contract extension from the Norwegian funding agency until end-2009. This additional time will be used to develop the database framework further and to input information on government programs directly from Finance Department budget information sources.

¹¹ Cases of the Secretariat's disdain for working government agencies include: not working with the provincial development planning board (Bappeda) and non-government actors, including UNDP LGSP, to formulate a 20-year provincial development plan (RPJP); not participating in making revisions to the five-year development plan; the team did not even possess the 2009 yearly development plan until the consultant provided them a copy in late June.

¹² The UNDP AGTP program, which has supported several secretariat staff and international consultants, has not required a work plan or a specific set of goals or outcomes because personnel are entered as 'budget lines' in one of the AGTP program components.

3.3. SLOW PROGRESS EXPECTED

A number of factors are and will have a profound influence on the development of Aceh Green:

LoGA and Policy Gaps:

The national Law on the Governance of Aceh (LoGA) was formulated after the historic Helsinki Peace Agreement in 2005 to enshrine Aceh's special autonomy powers and redefine the authority of local government *vis a vis* the national. As a result of slow progress in producing and passing local laws (Qanuns) to operationalize the LoGA, gaps in policy across the board are numerous.

Producing Qanun is expensive and time-consuming, as it requires legal expertise and a concerted effort to push it through the parliament. Several non-government agencies have worked with local government to produce Qanun of relevance to Aceh Green, notably the Qanun on customary law or *adat* rights recently passed by the provincial parliament.¹³ This Qanun includes passages relating to the status of *adat* lands and gives local communities the right to establish their own local *qanun* regulations with reference to *adat* lands.

To date, no Qanun of direct relevance to Aceh Green have been finalized, although the ADB funded work by Syiah Kuala University (Unsyiah) to research a Qanun on natural resources. The Aceh Green team was consulted in the formulation of Unsyiah's draft Qanun but considers it contentious and incomplete.

New Parliament:

The political situation in Aceh will become, at least in the short-term, even more difficult when current provincial and district parliaments disband in October and new legislators assume office. An estimated 0% of the new provincial parliamentarians have no experience in public office.¹⁴

The 2010 budget plan is comparable to 2009, as both were formulated in line with the five-year Mid-Term Development Plan (RPJM) first produced when the Governor assumed office. The new budget committee and other concerned parties will nevertheless want to review the 2010 budget after its submission in December. No source persons would speculate on when the 2010 budget will be passed.¹⁵ There is even greater concern over the ability of new parliamentarians to process new Qanun.

Special Autonomy Fund and Oil and Gas Revenue Sharing:

Special autonomy funds (*Otsus*) refer to the budget allocations of the National Regional Special Autonomy Fund to Aceh and 'Migas' refers to the 70% oil and gas (*Migas*) revenue sharing arrangement the GoA has received since 2002.¹⁶ In 2008 – the first year the new

¹³ Qanun may be prepared by a committee of the assembly, a part of the executive branch of the government or a non-governmental group. Any qanun must be passed out of committee and then voted on by the full assembly.

¹⁴ Several organizations are considering pre-inauguration training for the new provincial and district/municipal parliamentarians including UNDP AGTP and GTZ ALGAP.

¹⁵ Government and non-government interviewees stated that questioning of the budget by new parliamentarians will center around 'unsatisfactory' budget allocations to their own constituents and/or to matters that support their political aims (based on official allocation criteria or other factors). Most believe that the back-room negotiations that characterize this process will take time to resolve.

¹⁶ For the first 15 years of the Otsus agreement, the GoA receives a full 2% of the national fund and 1% for the following five years – an arrangement designed to support the post-tsunami and post-conflict rehabilitation and economic development of the province. The two funds are treated as one unit, although they are technically separate sources of revenue, because they are separate from national, provincial and district revenue sources (APBN/APBA/APBK) in budget planning and presentation. See Section 4 of this report.

Otsus arrangement was introduced – Otsus revenue stood at Rp3.59 trillion and Migas revenue at around Rp1.4 trillion – representing more than half of provincial government revenue and the second largest source of revenue for the districts.¹⁷

The Governor established a ‘Tim Kordinasi’ or coordination team by decree to determine new Otsus/Migas criteria and guidelines that will allocate resources based on development levels in the regions and indicators such as poverty rates and disparities in local revenue. The coordination team is also endeavoring to establish a system to ‘grade’ performance and offer incentives and sanctions.

It is unclear when the seven sectoral criteria and other guidelines will be completed.¹⁸ The UNDP AGTP has earmarked USD 400,000 to support implementation of the Otsus/Migas fund – principally a TA and capacity building project – but it will only be implemented once the coordination team has produced the criteria and guidelines.

Reconstruction Continuation Board:

The mandate of the Rehabilitation and Reconstruction Board (*Badan Rehabilitasi dan Rekonstruksi* – BRR) ended in April 2009 and the transition to a post-BRR context continues to be a contentious. The Aceh Reconstruction Continuation Board (*Badan Kesenambungan Rekonstruksi Aceh* - BKRA) was formed to take over several key BRR functions in Aceh, such as managing and transferring BRR programs to local government agencies and facilitating coordination between development actors. Under Presidential Decree 3/2009, which enabled the establishment of the BKRA and a similar body in Nias, the National Development Planning Ministry and the National Development Planning Board (Bappenas) were positioned to head the ‘advisory council’ to the Aceh- and Nias-based Boards. The law lacks detail regarding the authority of the advisory council *vis a vis* the Boards and this has given rise to tensions.¹⁹

Partly as a result of these difficulties, BKRA has yet to fully define and fulfill its roles. Its most recent act was to announce the production of a ‘Master Plan’ for Aceh. This should not be confused with the ‘Master Plan of Regional Rehabilitation and Reconstruction’ (Presidential Decree 47/2008), which presents an over-arching Master Plan. BKRA has only been tasked with devising a plan to *accelerate* the realization of the local government’s development plans (RPJP, RPJM, RPJT). This emphasis was largely engineered by the UNDP AGTP program described in Section 4 of this report and shows that development actors are increasingly concerned with strengthening local development planning.²⁰

3.4. SPATIAL PLANNING & THE FORESTRY TEAM

Aceh does not possess an official, standard map of its domains and a common regulatory framework. Different levels of government (national, provincial, district, etc.) and even

¹⁷ WB report ‘Aceh Public Expenditure Analysis 2008.

¹⁸ Two draft criteria have been completed on education and health, two are being drafted and the remaining three are still in very rough form.

¹⁹ Bappenas has reportedly established a body that covers both Aceh and Nias (known as BKARAN), which has not found favor with Aceh’s Governor or other local agencies.

²⁰ Interviews with concerned parties, including the UNDP AGTP program, indicate that the BKRA may stray beyond their mandate to a more complex development ‘Master Plan’.

different agencies at the same level of government are currently using different spatial plans (RTRW) and regulations.

The province is obliged under national Spatial Planning Law No.26/2007 to produce a draft spatial plan and prepare the regulatory framework for the utilization and management of the different land status categories within the province – including environmental standards and impact monitoring.

The deadline for submission of the draft spatial plan was April 2009 but the Aceh government has not yet finalized its contribution - partly because of the difficult issues that have arisen in the wake of the Forestry Redesign Team (Tiperiksa) report. The Tiperiksa was formed by Governor's Decree and submitted a report in late 2008 in which it essentially proposed new borders for productive, protected and conservation forest areas. Unfortunately, the TIPHERIKSA is now in hiatus owing to the fact that the Governor has yet to formally endorse the report.²¹

The government is well aware of the urgent need to finalize the spatial plan as well as create the regulatory framework for the utilization and management of land and natural resources. The provincial plan will be 'bare bones' and district and municipal governments will develop the details depending on local conditions. There is currently a renewed effort to consult relevant government agencies and civil society stakeholders in the formulation of the provincial spatial plan.²² Under the auspices of Bappeda, The Forestry and Plantations Department and other concerned agencies are preparing to conduct a series of field visits to ascertain the real conditions (as deforestation and land conversion are progressing rapidly in some areas).²³ Revisions to the Tiperiksa's proposed forestry map are expected to result, although the basis for deciding changes to land status categorization is still unclear. (For example, which 'protected' areas now deforested should be changed to productive areas, settlements etc. or remain under the protected status and undergo rehabilitation.)

In the absence of a standard spatial plan for Aceh, management of its environs lacks a common framework – both in terms of physical boundaries and regulations. However, the implementation of the plan is likely to give rise to more problems than solutions. Government agencies lack the technical capacity and manpower to properly develop and apply the plan. There is also potential for conflict in traditional or *adat* communities over new boundaries and management of natural resources.

The policy gaps described above will result in a lack of sustainability for Aceh Green and the institutional upheavals will likely mean its impact on livelihoods in the province will be delayed further.

²¹ TIPHERIKSA members would not divulge even a portion of their report, which will only be 'socialized' to government agencies and others after the Governor has endorsed it. The Tiperiksa's work to date has largely been a desk review with limited field visits. There has been speculation that the delay in endorsing the report is because the issuance of such a declaration could bring Aceh into confrontation with the national Department of Forestry and weaken the position of Aceh *vis a vis* potential opportunities for REDD projects.

²² A representative of the Bappeda spatial planning division joined Aceh Green leaders in a workshop consolidating forest conservation and management in Brazil in late June. In July the agency will hold consultations on the draft spatial plan with all district and municipal agencies and civil society organizations.

²³ The ADB program (now ended) described below has compiled some data on land use and forested areas and the Dinas is now working with the AFEP program and BPKEL to revise its definitions and figures on forested areas.

4. SUMMARY OF ACEH GREEN-RELATED PROGRAMS

Notes on available government information

Information on government programs was obtained through direct interviews with officials as well as managers of non-government programs working on good governance projects, data mining, websites, and the 2009 Provincial General Budget Policies/Budget Planning Priorities document (*Kebijakan Anggaran Umum/Plafon Prioritas Anggaran - KAU-PPAS*).²⁴

The provincial KAU presents the general policy and planning framework: Two-thirds of the document contains a general outline of the state of the economy, notes on revenue sources and general expenditure and the problems and challenges the province faces. The final third of the document concerns development policies and priorities, but the information is very general.²⁵

Coinciding with the Mid-Term Development Plan (RPJM) , there are seven Development Priorities:

1. Empowerment of the people's economy, expansion of the labor market and combating poverty.
2. Management of infrastructure that supports investment and energy resource development.
3. Improvement in the quality of education and access to education.
4. Improvement in the quality and standardization of health services.
5. Development of Syariat Islam and social-cultural matters.
6. Creation of good and clean government and revitalization of the bureaucracy.
7. Management and reduction of disasters.

Each priority is explained (very generally) in the KAU and followed by a list of programs from relevant government agencies or SKPA that aim to address the problems identified and support the priority development areas.

The Development Priorities most relevant to 'Aceh Green' are the first and second (and also sixth and seventh), although environmentally-sound development should ideally be considered in all seven. 'Aceh Green' is mentioned only once in the 180-page document: One section lists 'Sustainable development and environmental awareness in relation to the Aceh Green Vision' as one of 24 challenges the province faces in its development agenda.²⁶

The PPAS document covers expenditure from *provincial* sources. Documents on expenditures on programs, including 'autonomous' district and municipal budget sources, were not made available by officials. The PPAS document presents a summary list of

²⁴ The provincial KAU and PPAS documents are formulated every year based on the five-year Mid-Term Development Plan (RPJM). The 2010 KAU-PPAS documents were unobtainable, as they are still under formulation.

²⁵ The statement on Aceh's 'Development Paradigms' contained in the KAU occupies just two sides of paper.

²⁶ The limited revisions to the RPJM and KAU have not been updated recently with any emphasis on Aceh Green: Another section of the KAU summarizes 'environmental concerns' faced by Aceh as (in order): destruction of mangroves (due to the tsunami), destruction of river systems; destruction of agricultural land (due to the tsunami); destruction of forests; air pollution; water pollution, and; weak environmental law enforcement.

programs, with provincial programs listed first followed by information on programs funded through the Special Autonomy Fund and Oil and Gas Revenue (*Otsus/Migas*) allocations. These programs are coordinated through the provincial Dinas.²⁷ Only rarely is one *Otsus/Migas* program found in a majority of districts and municipalities. The Dinas have some leeway in how they present *Otsus/Migas* budget information, which complicated the analysis considerably and mitigated against tallying total *Otsus/Migas* program funding. (See below)

The database under development at the SIM-C, if operationalized, will provide easier access to government program information and automatically generate maps illustrating program coverage.

Interviews with government officials yielded information of limited quality – primarily due to the fact that civil servants were wary of discussing programs in detail with an outsider. Most interview discussions centered on ‘neutral’ issues – particularly policy and program planning mechanisms.

The descriptions below are designed to provide background for the discussion of program synergies, gaps and opportunities contained in Section 5 of this report.

4.1. GOVERNMENT PROGRAMS – DIRECT

The development actor with the largest amount of sustained funding for economic development is the indigenous government. In influencing government programming, the secretariat has concentrated on the Forestry and Plantations Department and the Fisheries Department, with only ‘ad hoc’ engagement of other agencies.

Forestry & Plantations

The Forestry and Plantations Departments (Dinas) were combined in Aceh in order to promote better communication and coordination. One point of ongoing concern at the Dinas is the very definition of Aceh’s ‘forest areas’. In the absence of the Forestry Redesign Team (Tiperiksa), the ‘planology’ sub-department is currently revising the definitions of the different status areas (protected, conservation, productive, cultivation, limited production, etc.).²⁸ The AFEP program mentioned below is also working on this and both parties are actively supporting the recruitment and capacity building of forest rangers (mainly former combatants).

The official documents are striking for their lack of hard information on developments in the plantations sector. The PPAS information is more jumbled than the other Dinas listed below. *Otsus/Migas* programs both combine forestry and plantations in one program and also split the sectors up into different programs. The fact that many programs appear repetitive and some are only implemented in one or two districts reinforces the impression that district and municipal agencies enjoyed the lion’s share in determining the allocation of *Otsus/Migas* funds. Budgeted amounts for *Otsus/Migas* programs are broken down and listed under

²⁷ At present, 40% of the fund is directly administered by provincial government agencies and 60% by the district/municipal agencies. District/municipal agencies must submit proposals to the province for approval and provincial government agencies may directly implement programs and/or work through local government agencies. As such, the *Otsus* fund is a mechanism designed to support the development of large-scale, cross-kab/kota border and cross-sectoral programs.

²⁸ The Aceh Green documents cites ‘forest areas’ at 3,335,693 ha. but the Dinas lists Productive Forest areas at only 638,580 ha. and Protected Forest areas at 1,844,500 ha.

implementation districts and there was insufficient time to tally the individual program expenditures.²⁹

Provincial Dinas staff maintain that their programs compliment each other, but they could not adequately describe the underlying policy framework that would justify so much differentiation between programs. What might be called the 'logical framework' as well as internal programming coordination at the provincial agency appear to be weak, even well into the 2010 planning process. It was also difficult to probe program implementation issues with the Head of Programs and staff. They were sensitive about the spectacular failure of a previous program when the Governor himself partook in burning some of the thousands of sub-standard seedlings purchased by a disreputable sub-contractor.

Programs Affecting all SKPA³⁰

Assisting in the establishment of 2,000 forest rangers and illegal logging mitigation (Rp35,000,000,000)³¹

Improving production: Management of continuation of oil palm seedlings (RP20,435,000,000)

Otsus/Migas Programs (Rp125,652,000,000)

Improving Productivity of Small Holder Plantations

Rehabilitation of Productive Forest Areas (*Hutan Lahan*)

Improving Agricultural and Plantations Productivity

Improving Farmer Welfare

Utilization of Forest Resources Potential

Protection and Conservation of Forest Resources

Increasing Food Security

Rehabilitation of Forests and Productive Land (*Hutan dan Lahan*)

Development of Plantations Agribusiness

Improving Forestry and Plantations Products

People's Economic Empowerment and Poverty Eradication

Increasing Plantations Productivity

Management and Rehabilitation of Coastal Ecosystems

Procurement of Plantations Inputs (in various districts/municipalities, and mainly involving procurement and distribution of palm oil, rubber, cacao, clove, patchouli, and rattan seedlings).

Total budget in PPAS: Rp212, 387,045,000

Fisheries & Aquaculture

Substantial gains have been made in fisheries sector planning, implementation and monitoring. Fisheries has benefited from the ongoing support in budget planning offered by the UN FAO as well as their support for a fisheries advisor.

Compared to Forestry and Plantations, Fisheries has developed more programs run by the provincial agency through district and municipal agencies. The programs are more uniform

²⁹ If further time is allotted to the consultancy, more effort should be made to obtain the entire budget for the SKPA – including information from district and municipal agencies. This deficit in information proved frustrating. For example, although Pidie is ostensibly home to the largest official 'forested area' in Aceh, the provincial PPAS document lists no programs specific to the district.

³⁰ 'Programs affecting all SKPA' is a general title denoting non-Otsus/Migas programs funded by provincial budget sources. Only relevant programs have been selected for presentation here.

³¹ The target is to recruit 5,000 forest rangers, but, according to Dinas and AFEP sources, this will not be achieved until 2011 at the earliest.

compared to the Forestry and Plantations – indicating the common framework used in program formulation. While programs fall under broad headings, the districts and municipalities have selected different ways to operationalize them depending on their needs: training for fishers, research, building or rehabilitating small-scale infrastructure and processing facilities, providing material inputs, or empowering women in fisher communities, etc.

The emphasis remains on empowering local fishing communities and there are many small-scale inputs still to be purchased to support this. There is program funding available for sectoral research and capacity building, which highlights the influence of the ADB ETESP program listed below. However, the end of the program has also seen ‘on-the-spot’ technical support drastically reduced, which will affect the development of quality control approaches working with local fishers and technical support bodies.³² The department is aware of the need to engage private sector actors, especially from Medan, who link producers to other national and export markets but efforts are grounded in improving the quality and supply of product and improving the point-of-sale bargaining power of fishers.

Programs Affecting all SKPA: (Rp36,487,500)

Improving the capacity of the apparatus (research)

Programs Affecting Specific SKPA (non-Otsus/Migas) (Rp24,975,000,000)

Coastal Communities Economic Empowerment Program

Ocean Resources Management and Monitoring through Community Empowerment
(Various training and data/information collection initiatives)

Development of Cultivated Fisheries

Development of Capture Fisheries

Optimizing the Management and Marketing of Fisheries Products

Otsus/Migas Programs (Rp87,611,974,000)

Development of Capture Fisheries Areas

Development of Capture Fisheries

Optimization of the Management and Marketing of Fisheries Production

Development of Cultivated Fisheries

Total budget in PPAS: Rp131,833,117,778

Agriculture

Over the past three years, the Agriculture department has intensified efforts to develop core commodities – primarily rice, corn, peanuts, rubber, chili, soy and other legumes/beans – and over-arching programs are funded by both Otsus/Migas and non-Otsus/Migas provincial revenue sources. Agriculture has also attempted to accumulate better data on production and local processing of commodities, as well as survey regions where crop production could be expanded around ‘regional centers’. The largest integrated ‘terminal’ or center has been developed in East Aceh district to promote products on national and international markets. Other districts are developing commodity-specific ‘sentra’ (with demonstrations plots, facilitation, limited training) depending on local conditions. Some districts are home to more than one commodity sentra. This is, in short, a ‘cluster approach’ to agricultural development.

³² In addition to technical support staff within the Dinas, Aceh has several sectoral agencies such as the Aquaculture resource center (BBAP), the fisheries faculty at Unsyiah, the Laboratory for the Testing and Development of Fisheries Products (LPPMHP) and the Fisheries technical high school (SUPM Ladong).

The success of these various efforts has been difficult to ascertain in the limited time available – especially in reaching the poor and marginalized. The main danger of the cluster model pursued by Agriculture is that the agency sees itself as the primary investor, rather than as the facilitator of productive relationships and the regulatory environment. The lessons learned from cluster development in the coffee sub-sector, in which the UNDP, USAID and others have been very active, appears to be taking time to change the department's general approach.³³

Agriculture is perhaps the most dependent on the work of other government agencies. However, there has apparently been some 'disconnect' between Agriculture, Bappeda and other related departments on developing sectoral infrastructure, such as irrigation, road access and energy facilities to support productivity, processing, trade and the general welfare of rural communities.

An improving approach to gender issues in programming was discerned, although environmental sensitivity appeared to be low, with staff aware of land management and environmental impact concerns but concentrating on producing 'deliverables' in poor farming communities. Deliverables are primarily conceived as material inputs, such as seedlings, power generators, water pumps and other hardware as well as opening roads. Agriculture is very enthusiastic about its promotion of organic fertilizer but it by no means represents the first step in developing organic agriculture programs.

Programs affecting every SKPA: (Rp25,000,000,000)

Improving Agricultural Food Security

Improving Marketing of Agricultural Products (in East Aceh)

Application of Technology (18 districts/municipalities)

Mainly procurement of inputs and some pest management and organic compost initiatives.

Improving Agricultural Production (12 districts/municipalities).

Mainly seedlings inputs.

Otsus/Migas Programs (Rp96,413,417,500)

Improving Agricultural Production

Mainly procuring inputs. Some large programs of around Rp1,000,000,000 simply listed as 'developing agriculture crops'.

Improving Agricultural Food Security³⁴

Improving Farmer Community Welfare

Primarily roads and also expanding cultivation areas and some irrigation development.

Application of Technology

See above.

Total budget: Rp165,653,174,500

³³ No mention of coffee or cocoa 'cluster' development is made in 2009 PPAS. The Dinas is involved in these sub-sectors – leading meetings and conducting some research and capacity building through the district agencies - but is devoting its financial resources to alternative commodities.

³⁴ Almost half of the budget allocation for this program is to be spent in Aceh Timur (primarily procurement of seedlings, building development and other material inputs), to compliment the agricultural centre mentioned above. Funding for the development of the center amounts to almost Rp1,000,000,000 and is allocated under the separate 'Improving Marketing of Agricultural Products' programs.

Food Security

The number of government agencies in Aceh has been reduced from over 50 to 42 in recent years but no Governor has seen fit to incorporate the Agriculture with the Food Security and Extension Services Body (*Badan Ketahanan Pangan dan Penyuluhan*). As a result, there are two program implementation units working to improve agricultural livelihoods. The implementation of some programs, for example, on rice, appears to be coordinated in some districts but complementarity can not be ascertained without more observation.³⁵ The Board's importance rests on the fact that it develops and manages the extension service personnel who conduct outreach activities in rural communities and work with many local farmer groups.

The 'programs affecting all SKPA' noted below are operational, to different degrees, in all 23 districts and municipalities but 'Otsus/Migas Programs' are listed in the 2009 PPAS document for only six districts (representing the poorest regions of the province, either due to relative isolation or the effect of the prolonged conflict): Singkil, South Aceh, East Aceh, North Aceh, Gayo Lues, Subusalam.

Programs affecting every SKPA (Rp11,573,000,000)

Developing Accreditation System for Extension Personnel (Rp30,000,000)

Improving Food Security (Rp5,540,000,000)

includes stabilizing rice and corn prices, supporting the 'Gerakan Masyarakat Tani Sejahtera' (Prosperous Farming Communities Movement), three independent food security organizations (LM3), development of a food security database, efficient food distribution capital fund (Rp2,000,000,000) and fitting out a 'food security' laboratory (Rp600,000,000).

Improving Farming Community Welfare (Rp882,000,000)

Includes farmer and agribusiness training, demo plot development in 23 districts/municipalities, replenishing food stocks and 'evaluating and strengthening farmer groups' (Rp500,000,000).

Developing and Improving Extension Services (Rp5,151,000,000)

includes providing facilities for extensions services in 23 districts/municipalities (Rp661,000,000), producing print and audio-visual material (Rp350,000,000), coordination meetings (Rp500,000,000), training for farmer organization heads, application of alternative technologies and 'evaluating farmer groups and prestigious extension service officers' (Rp650,000,000).

Otsus/Migas Programs (Rp9,146,000,000)

Improving Apparatus Facilities and Infrastructure

Improving Food Security

Improving Apparatus Facilities

Improving the Application of Agriculture/Plantations Technologies

Improving Farmer Welfare

Empowerment of Agriculture Extension Service Officers

Total budget: Rp29,639,000,000

³⁵ Coordination and planning between the two agencies at district level appears to be influenced by relations between local personnel – i.e. the staff of the executive, Dinas and Board. Relations between the two agencies at provincial level appears to be very weak.

4.2. GOVERNMENT PROGRAMS – INDIRECT

The following programs were selected because, although they are not directly related to Aceh Green, they represent a significant resource in rural development. See also Section 5 ‘Opportunities’.

PNPM – Program Nasional Pemberdayaan Masyarakat

The National Program of People’s Empowerment (PNPM), originally founded in 2007, is being implemented in all provinces across the country and comprises three sub-units for rural villages, urban communities and isolated communities. The first two sub-units of the national program have been operationalized through the existing World Bank-sponsored Kecamatan Development Program (KDP) and Urban Poverty Program (UPP) in Aceh. These two programs, which focus on sub-district and village governments, were first introduced in Aceh in 1998 and continued even throughout the conflict (albeit in limited form) until the tsunami disaster saw them both develop at unprecedented rates.

The Multi Donor Fund supported the KDP until the end of 2008, enabling the program to expand to all 18 districts across the province, which include over 6,000 villages and 244 sub-districts.³⁶ Funding for the 2009 financial year exceeds Rp1 trillion and is sourced to national, provincial and district governments: PNPM (Rp179.8 billion), Prosperous Gampong Financial Assistance program, known as BKPG, (Rp600 billion) and contributions from district governments (minimum Rp300 billion).³⁷

The BKPG program was initiated by the Governor of Aceh who committed to providing a grant of Rp100 million to every village if the district heads provided at least Rp50 million to every village in their region.³⁸ The provincial Community Empowerment Board (*Badan Pemberdayaan Masyarakat - BPM*) is the national program implementing body and grant monies are paid in tranches by the Finance Department to the program bank accounts managed by each village committee.³⁹

The KDP is the principal agency managing technical support and capacity building for local communities in designing, implementing and reporting on overall village development plans and local program plans.⁴⁰ There over 3,000 program ‘personnel’: 20 program consultants at the provincial level; four program consultants in each of the districts (two technical/infrastructure, one finance and one community empowerment officer); three program consultants in each of the sub-districts (two technical/infrastructure and one finance); and five village-based members.⁴¹

³⁶ The UPP program, which works in Aceh’s ‘urban’ municipalities, was not reviewed in this consultancy owing to the emphasis on rural livelihoods. The UPP was also funded by the MDF until end-2008 and their program model strongly resembles the KDP model.

³⁷ The World Bank continues to fund a portion of the KDP personnel and operational costs. Between 1998 and 2008, the KDP managed community development programs valued at around Rp1.3 trillion.

³⁸ The Rp50 million figure is the minimum amount. In Gayo Lues, for example, the district head committed to granting Rp200 million to each village.

³⁹ The village committees comprise the village head, the village treasurer and three elected community members to manage project implementation and financial matters. At least one member must be a woman.

⁴⁰ Regions where the KDP has worked longest are more advanced in producing their program plans, such as in Pidie, Aceh Besar and Bireuen. Other regions where the program has just begun, particularly Singkil and South Aceh, are lagging behind.

⁴¹ The program claims that at least 51,000 people are directly involved in managing the program, not including civil servants.

No more than 70% of the grant may be spent on local infrastructure development (normally village road improvements), while 30% is released through Grameen-style revolving funds. There are now 3,000 revolving fund groups across the province (one village may have more than one group) managing funds in excess of Rp 80 billion, with a repayment rate of 93%.⁴² Within the next three years, the program aims to have at least one viable revolving fund in every village in the province.

Aceh Green Concerns

Several factors are directly and indirectly related to Aceh Green:

There is no real emphasis in the program on promoting 'green' planning and projects, although there are some relevant program stop-gaps. (For example, limited AMDAL studies are conducted for infrastructure projects and the program will not provide funds for chainsaws, pesticides or tobacco cultivation).

Program staff are concerned that better village roads are leading local people to clear more land, including forests, for cultivation and that the current program is not addressing this problem.

There is no technical assistance for livelihoods activities, for example, agriculture, enabled through the revolving funds.

Managing the PNPM program with its emphasis on grants to villages in 2009 has affected the KDP's previous mandate to facilitate participatory development planning between villages, sub-districts and districts. (This was always a difficult and not entirely successful aspect of the program).

Green KDP

In 2010, 'Green KDP' will begin in three subdistricts in each of the three districts of Aceh selected for the program: Aceh Tengah, Aceh Selatan and Aceh Timur. This is a national program separate from the PNPM-KDP and is already being implemented in eastern Indonesia. KDP staff in Banda Aceh were not well informed about their plans and attempts to contact Green KDP staff were unsuccessful.

4.3. NON-GOVERNMENT PROGRAMS – DIRECT

As in the case of government agencies, a portion of non-government parties have been actively involved in supporting Aceh Green through providing direct support to the secretariat or consulting with them on matters of policy and programming. The programs 'touch on' many aspects but no single actor has been able to engage the secretariat in formulating a comprehensive strategy for Aceh Green's development.

The following overview differentiates between programs that have provided sustained support (AFEP, UNFAO-American Red Cross, UNDP APED, UNDP AGTP, ADB ESTP, UNESCAP and USAID's ESP, NCBA and SERASI) and other relevant programs that have had less interaction with Aceh Green. The overview presents background information for the

⁴² Revolving funds under the KDP program were first developed in 2006 with mixed results owing to the inability of financially distressed tsunami survivors to repay loans. As befits a Grameen style program, the revolving funds include women members only. Men may access through loans with the full knowledge of group members through their wives or other female relatives.

discussion of program synergies, gaps and opportunities contained in Section 5 of this report.

AFEP - Aceh Forest and Environment Program

AFEP is the single largest environment program in Asia and operates primarily within the Ulu Masen and Leuser ecosystems of Aceh. AFEP is funded by the Multi Donor fund to the tune of USD17.5 million over four years (until June 2010). Implementing agencies are Flora Fauna International (FFI) in the Ulu Masen region and, LIF - the Leuser International Foundation in the Leuser region. AFEP and the Aceh Green Secretariat have worked closely with relevant government agencies and private sector actors on several projects important to Aceh Green including the moratorium on logging, TIPERESKA and establishing carbon credit schemes. Private sector partner Carbon Credit has helped devise and implement comprehensive audits of forest carbon 'stocks' and other resources – the first step in establishing a trading carbon credit scheme – in the Ulu Masen area.

Overall emphasis of the AFEP program is placed on building capacity of local government agencies and communities to manage and protect local water and forest resources as well as the facilitation of networks and multi-stakeholder forums. There are two main program components with complementary activities:

PROTECTION & MANAGEMENT OF LEUSER AND ULU MASEN ECOSYSTEMS

Multi-stakeholder governance framework for forest and ecosystem protection, Monitoring systems and procedures, Sustainable forest and ecosystem management institutions. Includes: Ulu Masen management plan, Mukim network (200 members), illegal logging mitigation (coordination of law enforcement agencies, monitoring activities at borders, information network and mailing list, assessing land damage, remote/satellite monitoring), forest rangers and community monitors training and coordination, school-based eco-clubs.

INTEGRATION OF ENVIRONMENTAL CONCERNS INTO PLANNING PROCESS

Strengthen and integrate environmental considerations in spatial planning, Develop awareness and education efforts, Support community ecosystem rehabilitation for livelihoods and environmental services. Includes: Target producing community/district level spatial plans for 40 villages / 10 mukims / seven districts, Road construction cost-benefit analysis, mukim mapping and planning training, mukim models of forest management and benefit sharing, Human wildlife conflict (research, protocols, Community Response Units and livelihood strategies to mitigate HWC), target 5,000 ha. forest replanting / rehabilitation.

UNFAO – American Red Cross: Fisheries and Aquaculture Livelihoods

Program title: 'Rehabilitation and sustainable development of fisheries and aquaculture affected by the tsunami in Aceh province, Indonesia'. This USD7.6 million program began in January 2006 and is scheduled for completion in June 2010. The program works with local communities, government and non-government technical assistance partners as well as the Fisheries and Aquaculture Department (Dinas) in nine of Aceh's 18 coastal provinces - Aceh Jaya, Aceh Barat, Nagan Raya (west coast), Aceh Besar, Aceh Pidie, Pidie Jaya, Bireuen, Lhokseumawe and Aceh Utara (north/east coast). Aquaculture activities also extend to inland areas.

There are four program components:

- I. Coordination and Planning: Promoting improved government agency coordination and planning, building capacity through training and ongoing accompaniment of civil servants

and support to Aceh Green. This component managed the most comprehensive sectoral coordination of 2010 budget planning by bringing district and provincial Dinas agencies together to harmonize planning and programming. This component funds one member of the secretariat team (Joni).

2. Co-Management: Working with government, traditional fisher organizations (Panglima Laut) and communities to support co-management of resources, developing new management models and demonstration sites in four target districts.
3. Aquaculture: Development and dissemination of better management practices for the sector, with pilot villages and capacity building to improve extension services provision (pond preparation, cultivation, post-harvest). Trialing polyculture and cage culture.
4. Post Harvest: Improve post-harvest handling and management by fishers, processors and traders for sales to nearby markets, supporting market access, developing business skills and influencing policy and planning in post-harvest matters.

UNDP APED – Aceh Partnerships for Economic Development

The APED program is funded (June 2006- June 2012) by the UNDP, Decentralization Support Facility and UK DFID. The UNDP has been active in the coffee sector since September 2005 and APED's three phases have built on gains in, first, a multi-stakeholder cluster approach to coffee sector consolidation based in Aceh's highland production areas; second, to applying the model in four coastal cocoa-producing districts and; in developing the framework in the rubber, aquaculture and livestock sectors.

There are four objectives:

1. Production of studies, plans and guidelines to assist the clusters develop export-oriented production supply chains.
2. Establish multi-stakeholder institutional frameworks including the entire supply chain, from producers to importers.
3. Facilitate partnerships to support these initiatives.
4. Mainstream the approaches into local government planning and procedures.

The project awards grants to cluster consortia and provides technical assistance – especially in rehabilitation of conflict-affected farmlands and all-important quality control matters (from seedlings to product grading and packaging). The coffee cluster model has inspired other sectors, including the palm oil sector, which is in the process of forming a steering committee under the Forestry and Plantations Department that has actively supported APED.

UNDP AGTP - Aceh Governance Transformation Programme

The AGTP program funded by the MDF (almost USD10 million) and the UNDP (over USD4 million) is designed to address gaps in the provincial government's policy-making and technical capacity. Phase I of the program ends in December 2009 and Phase II is scheduled for completion in December 2011. The program has three outputs:

1. Enhance the capacity of the provincial government to plan for and manage the transition (that accompanied the end of BRR's mandate) and their capacity to manage future recovery and development efforts.
2. Enhance the capacity of key provincial government agencies – primarily the seven planning agencies outlined in Appendix 2 of this report.
3. Enhance the capacity of the provincial Civil Service Training and Education Board (BKPP) to effectively lead the development of a professional state bureaucracy.

Substantial gains have been achieved in the first objective to date due to the closure of BRR in April 2009 – especially in terms of managing the transfer of assets and programs from BRR to local government agencies and the Aceh Recovery Continuation Board (BKRA).

Under the second objective, an assessment of existing capacity and capacity needs of the seven key planning agencies was finalized in June.⁴³ AGTP staff are assisting the agencies prioritize their 2009 work plans and will develop the 2010 work plans later in the year. The AGTP program has funded personnel at the Aceh Green secretariat and two foreign consultants to date (Lilianne Fan and Leroy Hollenbeck).

Output 3 – Longer-Term Institutional Capacity Building

Future efforts to build government capacity under the AGTP will be centered at the BKPP, where a technical advisor and nine national staff are supporting the agency to devise a strategic plan for human resource management systems and capacity building training programs in the province and the districts. Due to delays in implementation, the team has just begun to review the capacity of the agency itself as well as existing capacity building programs and modules owned by both government and non-government programs, including USAID LGSP. This is the first stage in the formulation of accredited modules. The team is also looking to reform recruitment and career advancement systems across Aceh. In keeping with the overall aims of the AGTP, the BKPP team's capacity building initiatives will centre on data/information and financial and asset management.

Bappedal - Environmental Agency Component

The Aceh Environmental Impact Management Board (Bappedal NAD) has long been a focus for parties concerned with environmental and spatial planning issues and many have been frustrated by its 'rubber stamping' of the environmental impact assessments (AMDAL) required for infrastructure development. With the closure of the ADB program in Aceh, the UNDP AGTP program is the only sustained international presence there. The project, implemented under the National Bappedal, aims to improve the capacity of the provincial institution in managing a streamlined AMDAL process. In 2008, BRR and Bappedal NAD identified seven clusters of road and water resources infrastructure projects across Aceh that require AMDALs and these packages are currently preparing to go to tender.

The majority of advisors working on the Aceh Green Transitional Secretariat and limited operational funding support fall under the AGTP program.

ADB – ETESP and Beyond

The ADB's enormous post-tsunami Earthquake and Tsunami Emergency Support Project (ETESP) valued at around USD300 million closed in June 2009. Several component programs were heavily involved in promoting the Aceh Green agenda. A coordinator is currently compiling information resources generated by the ETESP components, including: data and lessons learned from the different sectoral programs (especially fisheries, agriculture and microfinance); program management and community development planning models, including gender mainstreaming; material from social services programs (health, education); spatial planning and topographical material, including 'environmental sensitivity mapping' and comparing actual and planned land use; material on auditing, anti-corruption and government

⁴³ The seven key planning agencies identified by the AGTP, and which represent the program's core beneficiaries are: 1) Provincial secretary and four assistants, including biro organisasi; 2) BAPPEDA; 3) Biro Hukum; 4) Dinas Keuangan; 5) Inspectorate Aceh (Monitoring Agency); 6) BAPPEDALDA; and; 7) Dinas Perhubungan.

complaints handling; as well as a vast amount of information related to community and 'macro' infrastructure projects (roads, bridges, housing, wat/san, irrigation, etc.).⁴⁴

In cooperation with west coast district and sub-district governments, the ETESP assisted in the production of development plans emphasizing three sectors (livelihoods, environment and infrastructure). These plans attempted to bridge the gaps between administrative regions and develop 'cross-border' development plans. Along the east coast, ADB also positioned advisors to the district heads and mayors to facilitate better budget planning, especially in relation to road development. The east coast program will wind down in September 2009.

The Bank will no longer operate under any national program or work in direct implementation. Only two inter-related programs are definitely running in 2009 and 2010 and both are being implemented by the Organization for Industrial, Spiritual and Cultural Advancement (OISCA):⁴⁵

1. Sustainable Livelihoods Development for Coastal Communities in NAD – USD2.5 million.
2. Provide technical, financial and production support to fishing communities (especially women) in Aceh Besar and Aceh Utara districts. Includes establishing 40 producer groups in 20 villages, demonstration plots, cluster associations, four 'Livelihoods Connection Centers', microfinance linkages, market surveys.
3. Rehabilitation of Coral Reef and Mangrove Resources in NAD – USD1.5 million.
4. To continue work rehabilitating and managing mangrove and coastal resources. Includes: coastal management plans devised and community groups formed, management of 300 ha.s of mangrove forests, mangrove training centers and trainings, with livelihoods products marketing. Working with the Panglima Laut and local NGOs.

UNESCAP – Payment for Ecosystem Services

The UNESCAP Payment for Ecosystem Services (PES) program grew out of the Bali agreement of December 2007 and has been reduced from an originally ambitious agenda - to devise a province-wide PES strategy - to the following four objectives:

- Provide technical assistance to develop policy and regulations;
- Implement a pilot PES scheme to test the policy;
- Evaluate and revise the policy;
- Share project experiences with other regional bodies.

Implementation will begin in the last quarter of 2009. The implementing partner for the pilot project in the Krueng Peusangan watershed area is the World-Wide Fund for Nature (WWF). UNESCAP are also currently looking for a partner on another potential pilot project in the Kreung Aceh Watershed. A project task force and working group will be established with the relevant government institutions. The project is heavily linked to other REDD initiatives and was formulated in close consultation with the Aceh Green secretariat.

⁴⁴ This material should be ready for release in September, while final program closure reports will be finalized at end-2009. The contact person is Eric van der Zee.

⁴⁵ The Bank is also currently considering a proposal to fund Grameen-style microfinance development and, separately, to develop gender-related capacity building with local partner REMDEC.

USAID – Enterprise Development and Employment Generation, LGSP, Serasi and ESP

USAID has supported several important efforts that relate directly to Aceh Green issues. The **Enterprise Development and Employment Generation** project has been implemented by National Cooperative Business Association (NCBA). The project has taken on an essentially livelihoods development agenda focusing on coffee production in the highlands, patchouli oil production on the west coast (Aceh Jaya) and micro-credit for women in the urban and peri-urban area of Banda Aceh. The project received USD 12.8 million in support from USAID.

Local Government Support Program (LGSP) with a budget of USD 3.5 million focused primarily on governance and is now in the process of winding up. Its primary contribution to the Aceh Green has been its effort to organize the Otsus-Migas process. The program's support for the development of a smooth governmental budgeting process has allowed for smoother and more transparent development of government programs and their budgets.

Serasi, implemented by IRD, is a recent program of USAID devoted primarily to solidifying the peace in Aceh. A significant portion of its effort is to be directed towards livelihoods issues and in this sense it is related to Aceh Green. The program also supports an Advisor to the Governor whose remit includes advising on issues related to Aceh Green. Thus Serasi is making a policy development contribution to Aceh Green.

The Banda Aceh – Meulaboh Road/Bridge Reconstruction and Rehabilitation Project, while not conceived as an Aceh Green related project at over USD 240 million will have a major impact on livelihoods along the west coast. Of course environmental consequences are inevitable in such a project, but major negative impacts have been mitigated and the road has avoided incursions on protected forests. The project will likely continue into 2011.

The **Environmental Services Program (ESP)** began in the wake of the tsunami and will conclude at the end of 2009. Originally conceived as a project to improve the health of mothers and infants, ESP has always had a significant bio-diversity conservation component. ESP developed a significant community based forestry management program as part of its water resources protection efforts. The Secretariat states that the watershed efforts of ESP offer the single best example of what is meant by Aceh Green. In late 2008 ESP was provided with additional funding to directly support Aceh Green by supporting environmentally sensitive livelihoods programs in forest buffer zones and policy initiatives to support Aceh Green. The livelihoods programs have significantly improved the livelihoods of over 2000 households. The policy initiatives, caught in the web of Secretariat wobbling on the issue of an Aceh Green Commission have not been as successful. USAID has provided nearly USD 8 million to support ESP efforts.

4.4. PROGRAMS OF DIRECT RELEVANCE BUT PERIPHERAL INVOLVEMENT WITH THE ACEH GREEN SECRETARIAT

IREP / IRFF

The Infrastructure Reconstruction Enabling Program (IREP), with funding in excess of USD42 million, is the technical backbone of the Infrastructure Reconstruction Financing Facility (IRFF), which is managing project funding in excess of USD200 million. Both are MDF programs with co-funding sourced to BRR overseen by the World Bank.

The central IREP technical team works with district teams on planning implementation and supervision. The projects rebuild or improve existing roads, water systems and ports across the province, with particular emphasis on the underdeveloped west coast. Around 70% of the work on 50 sub-projects has been finalized to date.

The programs use World Bank environmental and social safeguard standards that are almost identical to existing government standards (AMDAL). The challenge is to ensure that these standards are effectively applied and IREP works with local government agencies building their capacity in compliance as well as in program and asset portfolio management and monitoring and evaluation.

The programs have developed a database on existing infrastructure (built with BRR, IRFF and other government funds). IREP has previously developed 'priority infrastructure investment plans' in collaboration with district and municipal governments, which, together with the more detailed plans developed by the ADB ETESP at sub-district level, have directly fed into the government's own infrastructure development planning.

The initial contractual end-date of the programs has been extended until June 2010 and team leaders are developing a new proposal. Program managers are concerned that local government agencies will push ahead with plans to build roads that 'cut across' the Ulu Masen and Leuser ecosystem regions - directly linking the east and west coasts - and the proposed program extension will include assistance to the government in devising an effective screening process for road construction.⁴⁶

EDFF – Economic Development Funding Facility

The EDFF is a USD50 million fund under the MDF created by the World Bank and the National Development Planning Board (Bappenas). Emphasis has been placed on sub-projects that improve the productivity of fishers and farmers, promote private sector investment and enable the development of the infrastructure necessary for job creation and business development.

The project management unit is headed by Bappenas, which works through the provincial development board (Bappeda), and the program is overseen by the World Bank. The closing date for proposals was June 25. The proposal review process should be finalized in

⁴⁶ There are no proper roads through the Leuser area at present, as existing roads run around – not over – the central mountain range. However, the Department of Public Works and Bappeda are planning road projects across the province. IREP/IRFF are not funding the improvement of a road through the Leuser National Park, although one project – the rehabilitation of an existing road – does border the Park.

September, with winning bids announced in October. All project activities must be finalized by 31 March 2012, while the EDFF itself is scheduled for closure on 30 June 2012.

There are four sub-project objectives:

1. Development of job-creating, market-driven enterprises engaged in value-adding and manufacturing, especially in agriculture and fisheries;
2. Improvement in production quality and value in agriculture, fisheries and estate crops that contribute to poverty alleviation;
3. Increase in international trade, especially direct exports;
4. Increase in domestic and foreign investment in Aceh.

All proposals will be screened for compliance with the World Bank's environmental and social safeguard policies and, in the case of any physical infrastructure, projects must conduct AMDAL assessments and devise environmental management plans.

4.5. SMALLER ORGANIZATIONS

All programs listed below were contacted during the consultancy. Most of the information presented below was obtained through interviews.

GITEC - Community Based Agro Forestry (CBAF) Project in Post Conflict Areas of NAD

Funded by the German Development Bank (KfW) for USD3.18 million from November 2008 until December 2010. Interventions concentrate on the rehabilitation and extension of small-holder agro-forestry plantations and access roads. The pro-poor project invests in local-level agro-forestry, distribution of high quality seedlings, establishment of local farmer organizations and capacity building to meet international quality standards in raw and processed products for export-led growth.

International Development Law Organization (IDLO) 'Avoided Deforestation Research Project'

Funded by the UNDP AJP program mentioned in the next section, this small project is working closely with AFEP implementing partners and the Aceh Green secretariat to research *adat* rights, implementation of REDD initiatives and livelihoods opportunities as well as how new spatial planning initiatives, including those proposed by the Forestry Redesign Team (Tiperiksa), will affect *adat* communities. The report and recommendations were due for release in July.

Ausaid – Dutch Embassy – World Bank

These three agencies are combining resources to establish the 'Consolidating Peaceful Development in Aceh' program, which should run from late 2009 to 2015. The program will address problems of localized conflict over land and natural resources, among other program focus areas. The overall framework of the program is being finalized now and the Ausaid representative indicated that room could be made to support Aceh Green 'if convinced it is a government-led initiative'.

Caritas Czech - Sustainable Livelihoods in Aceh Jaya

The first phase of this program centered on rehabilitating productive land, especially rice fields, and the second phase is now concerned with the development of environmentally sustainable agro-forestry and other livelihoods, including community nurseries and mangrove/ coastal rehabilitation. ESP and ESP trained farmers have been assisting these efforts. Mukims are heavily involved in the program, implemented in 6 sub-districts of Aceh Jaya, and there are at least two functioning village cooperatives. A disaster risk reduction approach is prominent.

Yayasan Permaculture Aceh (YPA)

YPA was, until May this year, known as the Greenhands Field School (GFS) originally managed by the Bali-based IDEP foundation. YPA is now an independent entity but maintains close links with IDEP. YPA has developed a good reputation working on many foreign-funded programs (with Oxfam, Trocaire, the American, Australian and several other Red Cross societies) and has introduced its unique integrated community planning and organic agriculture development models in 12 districts and municipalities across Aceh. Over the almost five years the organization has worked in Aceh, they have trained and accredited five master trainers and over 40 accredited trainers (with at least three years experience in permaculture methods). Later stages of the course allow trainers to specialize in, among other things, bamboo craft, compost/nursery development and management, topographical/land and water utilization, waste management, disaster risk reduction, and integrated community planning.

The organization's program in 2006-7 was valued at almost USD1.6 million, reaching an estimated 20,000 direct beneficiaries, although funding fell in 2008.

JKMA – Jaringan Komunitas Masyarakat Adat Aceh – Aceh Adat People's Community Network

This organization is proudly independent and deeply concerned with promoting the development of networks among adat leaders and institutions and the development of leadership skills in adat communities. The organization has the most comprehensive, self-sustaining, voluntary network of adat leaders in the province and is an excellent resource for learning more about the role of adat and adat leaders in the management and protection of natural resources. JKMA has resisted the temptation to profit from the plethora of offers from international donors since the tsunami but maintains open relations with NGOs and government agencies, including the Supreme Adat Council, which is a fully-fledged SKPA.

Eye on Aceh

EoA now primarily works in research and facilitation in the palm oil sector, forest conservation and human-animal conflict monitoring and management. EoA is developing databases on the forestry and plantations sectors and human-wildlife conflict. They are also supporting the formation of the Palm Oil Steering Committee, with AFEP and others.

WWF (World Wildlife Fund for Nature)

WWF is working with several agencies funded by the American Red Cross and Oxfam (Netherlands) and now UNESCAP (See above). The ARC project is centered around watershed management, including the formation of a forum of local communities and government leaders around the Krueng Sabee River. This forum has been organized to protect the forests surrounding the main intake for Calang in Aceh Jaya.

4.6. NON-GOVERNMENT PROGRAMS – INDIRECT

UNDP AJP – Access to Justice Programme

The UNDP AJP program, formulated in cooperation with Bappenas, is valued at USD5.65 million and will end in late 2009, unless extended. It was developed from a comprehensive study of access to justice issues conducted in 2006 and, complimenting the AGTP program mentioned above, is primarily concerned with good governance from a pro-poor, justice perspective.

The program has four objectives:

1. Support the clarification and application of customary or *adat* law and strengthen *adat* justice systems.
2. Increase legal awareness at community level and access to legal counsel for the poor and marginalized, including free legal aid facilities and training for legal aid lawyers.
3. Strengthen formal and informal legal systems, including provision of hardware facilities to Aceh's high and general courts, an electronic case management system, and training for *adat* leaders on justice issues and documentation.
4. Increasing the capacity of civil society to monitor and advocate for the rights of the vulnerable, including the establishment of a justice resource center and grants facility to local CSOs.

A key implementing partner is the International Development Law Organization (IDLO), which is managing many of the trainings for formal-legal sector actors (judges, bailiffs, registrars) and developing code of conduct, wealth declaration and anti-corruption initiatives as well as the computerized case management system.

UNDP Civil Society Partnership Programme

The UNDP's 'Strengthening Civil Society Organizations in Community Recovery in Aceh and Nias' program is a USD6 million program that works with 80 registered local NGOs and, through them, over 200 community-based CSOs on empowerment, livelihoods and poverty reduction projects. While the program ostensibly emphasizes the provision of grants to local NGOs working on 'monitoring' of the reconstruction, most of the funds are spent on community consolidation/planning and livelihoods projects. There is a strong emphasis on gender issues and reaching the poor and marginalized. Environmental issues are peripheral to the overall aims of the program itself, although some local NGOs have obtained grants in related matters. These can be researched further if more time is allowed to the consultancy.

Governance Programs

Good governance programs have accumulated much knowledge and experience in working with government at different levels. All programs promote better planning to improve economic development of the province, although none directly tackles problems of improving environmentally sustainable development.

UNDP AGTP – See above

Ausaid Logika – Working in seven districts, with plans to expand to at least 16 districts in 2009-2012. The program focuses on sub-district and village-level government and promotes transparent and participatory development planning. They are also stepping up efforts to assist in the production of village *qanun* on *adat* lands.

GTZ-ALGAP - Works at the district/municipal level to promote integrated financial planning and management; Recently produced capacity needs assessments for all district and municipal governments across the province; Some work in *qanun* drafting, including liaising with national government authorities.

USAID LGSP – See above.

ARF (Aceh Recovery Forum) – Unclear if this initiative, which mainly involved donors with only peripheral involvement from government agencies, will continue to develop with UNORC's much reduced staff after June 2009. Environmental concerns not directly addressed.

RALAS – This MDF-funded program, which facilitates land registration, looks set to close under pressure from the national Land Administration Agency (BPN). The Aceh branch of the agency was meant to become autonomous but this has not eventuated and the national agency is unwilling or unable to accommodate the registration model developed by BPN Aceh and the RALAS program. The system emphasizes co-ownership between men and women, an active role for *adat* and religious leaders in recognizing claims and dispute resolution as well as a computerized records system.

5. ANALYSIS OF SYNERGIES, GAPS AND OPPORTUNITIES

The following overview of the synergies, gaps and opportunities surrounding the development of Aceh Green draws on background information contained in previous sections.

5.1. SYNERGIES

Change takes time – especially in the early stages when a plethora of interdependent factors, competing interests and management issues must be dealt with. We can now point to several important synergies developing between concerned parties, although most of the synergies listed below are linked to gaps in the following section.

Donor-led Change

The exit of many large donors from Aceh has seen a greater amount of interaction between those remaining. The closure of the Rehabilitation and Reconstruction Board (BRR) has also brought a renewed search for a common paradigm or framework and efforts to support Aceh Green have figured prominently in the plans of many organizations, including the UNDP, UN FAO, USAID and others. Established actors, building on past experience in Aceh, now have an enhanced ability to modify their approaches to support better environmental outcomes - even where local government is not leading the way. For example, well over one year ago the Multi Donor Fund (MDF) began reviewing its environmental and social safeguard standards and based on the review the Fund will make changes that consolidate the way the various levels monitor environmental and social aspects.

Government-led Change : Spatial Planning

The push to produce a new spatial plan (RTRW) for the province, is the most obvious example of new synergies developing between different government agencies at the provincial and district levels. The hiatus of the Forestry Redesign Team (Tiperiksa) has seen the planning agency Bappeda stepping up to the plate to lead the process (for example, in planning to conduct field surveys of the Tiperiksa's proposed borders, reviewing land classifications, and formulating the RTRW criteria and guidelines). Much like the Aceh Green secretariat, the Tiperiksa was widely viewed as the creation of the Governor and international agencies: Removing the Tiperiksa from the picture has increased the level of government agencies' ownership over the process.

Asset Mapping

The closure of BRR meant taking stock of Aceh's physical infrastructure assets (such as roads, bridges, ports, power and water facilities and buildings) and to also build capacity

among government agencies to manage the information.⁴⁷ This is important in itself but the added value lies in the fact that the initiatives delineate between national, provincial and district/municipal levels in matters of 'ownership' of assets. Infrastructure development – particularly in the energy sector but also in irrigation, ports and roads - has been hampered in the past by 'disputes' over who is responsible for maintaining and developing them. Clarification will assist government agencies allocate national, provincial and district/municipal budget resources in future for not only asset maintenance but also compliance with environmental standards (if applied in earnest). The IREP/IRFF programs are actively assisting government delineate funding sources.

Adat Law and Organizations

Ensuring recognition of indigenous culture and *adat* rights in the form of a Qanun (provincial regulation) has brought executive, legislative, bureaucratic and civil society actors together. For government and non-government development actors, the new Qanun is a common resource with which to increase awareness of legal-formal (rights-based) issues among the primarily rural population and as the basis for the development of local regulations on land classification and use. Traditional leaders and institutions, especially mukims, imams and the various local associations of fishers, farmers, forest caretakers, etc. are increasingly being figured into non-government program planning, decision making and implementation even where there is no intention to develop local qanun.⁴⁸

Fisheries

As mentioned in Section 4 of this report, the Fisheries Department is more advanced compared to other agencies in terms of consolidating planning and programming between the provincial and district/municipal agencies. This is a lot tougher than it appears. The UN FAO the advisor that they fund had to build trust over several years and only achieved a real measure of success after the department *invited* them to assist in their 2010 development planning. The provincial Fisheries Department then involved district/municipal agencies in the formulation of overall policies and the design of programs utilizing provincial funding (as presented in the PPAS document). Provincial Fisheries also encouraged the district and municipal agencies to spend their own sources of revenue within this framework. This was a new approach and would not have occurred with such speed without external assistance.

Coffee and Other Sub-sectors

The coffee sector in Aceh has long been of great interest to national and foreign parties due to the opportunities for international export. It is the only sector where a significant measure of mutual support has been fostered between government, non-government, private-sector and producer stakeholders. The coffee sector illustrates how community-based programs can successfully support a broader facilitation and technical assistance role – and lower program costs over the long term.

⁴⁷ The largest asset mapping program is AMAP, funded by Ausaid. Other organizations, such as the AGTP, LGSP and ALGAP have also assisted provincial and district governments build mangement capacity.

⁴⁸ Of the porgrams mentioned in Section 4 of this report, the following actively work to enhance the capacity of mukim and local traditional associations: AFEP, UN FAO, APED, OISCA, UN ESCAP, GITEC, Caritas Czech, IDLO, YPA, UNDP AJP, JKMA, EoA, WWF, RALAS, and Logika. The condition of adat structures is poor in many areas. Several organizations have surveyed adat issues and the capacity of local organizations, which could be investigated further if more time is allowed for this consultancy.

The palm oil sector is hoping to emulate the coffee sector in some regards by establishing a Steering Committee but the sector is unwieldy due entrenched state-owned enterprises and private companies operating out of Medan and environmentally risky.

Rubber and cocoa also show potential but have neither the history of coordinated industry development nor sustained support from an international agency.

Under the Umbrella

In preparation for the planned workshop, the Secretariat team developed a set of Aceh Green 'indicators' and intended to rank the compliance of government programs to the Aceh Green vision. While the wisdom of this approach has been questioned, it nevertheless indicates that the Secretariat intends to bring government programs 'under the umbrella' of Aceh Green. If this goes ahead, the number and variety of 'Aceh Green' programs will increase.

Substantial government funding has also been spent on Aceh Green-related activities at local levels: Many program activities are conducted with support from government agencies (for example, non-government actors contribute trainers and training material, while the government provides keynote speakers, snacks, the venue, etc.). In some non-government programs, government contributions represent over half the overall program costs.⁴⁹ This government input could be construed as 'supporting' Aceh Green and, if these outlays are tracked and calculated, the total government commitment to Aceh Green would increase significantly.

Survey of Government Capacity

The capacity of many government agencies have been mapped over 2008-09: The UNDP AGTP program surveyed the capacity and capacity needs of the seven core development planning agencies at the provincial level. The ALGAP program has also worked with all district and municipal governments across the province to produce capacity needs assessments. Both surveys concentrated on institutional issues such as development planning mechanisms and both are now working on follow-up measures to meet identified needs.

5.2. GAPS

There are many 'gaps' affecting the consolidation of Aceh Green. Donor programs 'touch on' many aspects: Everything appears to be covered but the results are localized in the districts where they work or with the agencies they engage in program implementation. There is no comprehensive strategy to develop Aceh Green: The Secretariat has a limited area of interest (primarily forestry) and no non-government agency has been able to engage them in formulating a comprehensive strategy.

The lack of a comprehensive approach is also evident in the fact that there has been little interaction – or even communication – between several important schemes directly initiated by the Governor, such as between the Aceh Green Secretariat and the coordination team established to formulate new guidelines for special autonomy and oil and gas funds (*Otsus*/

⁴⁹ In 2007, the national USAID LGSP program reported that 51% of joint activities were funded by local government sources. The Aceh program manager cited that, over the 2007-08 period, government contributions to their program activities could represent at least 60% of total costs. See USAID LGSP 2007 Annual Report.

Migas) or the Governor's initiative to provide grants of at least Rp150 million to each of Aceh's 7,000 villages.

Gaps at the Secretariat

At the risk of appearing overly critical, the important gaps in the secretariat's approach to developing Aceh Green are:

- The Transitional Secretariat was not transformed into an Aceh Green Commission with formal-legal status under a Governor's Decree. Therefore, it can not become part of the provincial plan or acquire funding from normal budgeting processes.
- The emphasis on forestry and working with non-government actors has meant that team leaders do not clearly see the link between Aceh Green and development planning. The team has only had limited interaction with the development planning mechanisms, such as formulating the Long-, Medium- and Yearly development plans, the Otsus/Migas or participating in the public consultations (Musrenbang) held during the yearly budget planning process.⁵⁰
- Energy has been spent trying to influence 'high level' government agencies, such as the Governor's Assistants, the provincial Forestry and Plantations Department and the Fisheries Department.⁵¹ Less effort has been spent on other sectors of direct relevance, such as Agriculture and Public Works, let alone those of only 'indirect relevance' such as Water Resources, Social Affairs, Trade and Industry, etc. Engaging government agencies at district/municipal level has been left primarily to the AFEP program in the Ulu Masen region.
- There are only limited plans to expand manpower and expertise within the team. (A vacancy for a REDD coordinator was recently advertised).
- The Secretariat do not hold regular internal meetings and lack a structured work plan and goals.

Government Development Planning

On paper, government agencies are working on a plethora of issues that support Aceh Green. However, programs rarely reach their targets and fail in implementation due to, among other factors, delays in implementation caused by structural constraints in the yearly budget approval and internal agency expenditure processes, lack of technical capacity of government staff, and mismanagement and corruption.

The following provides an overview of gaps or 'blind spots' in current good governance programming in Aceh.

Limited Focus

Several organizations have devised large programs to build government capacity within government agencies or SKPA but each has its particular area of application. The UNDP AGTP almost exclusively works with the seven core development planning agencies at the provincial level. ALGAP works with district and municipal governments across the province.

⁵⁰ Secretariat leaders view the Otsus/Migas funds as only "indirectly relevant" to Aceh Green, maintaining that it is primarily funding education and health, but the government programs listed in this report prove that agencies are spending the funds on a vast variety of programs – from 'Rehabilitation of Productive Forest Areas' and 'Protection and Conservation of Forest Resources' to 'Empowerment of Agriculture Extension Service Officers' and applying new technologies.

⁵¹ Relations between the secretariat and Sekda (Sekretariat Daerah), which plays a key role in formulating development planning and overseeing implementation, appear to be weak: The secretariat were not 'confident' enough to request a copy of the 2009 – let alone the 2010 draft – budget plan from the Sekda. The consultant had to make repeated appeals to Bappeda and eventually obtained a copy of the 2009 KUA/PPAS document.

The Ausaid-funded Logika program, which works with sub-district and village government, is present in just six districts, with plans to expand to up to 16 districts by 2012.

Disconnect Between Levels

Special autonomy laws and the LoGA agreement provide districts and municipalities with the power to make and enforce laws/regulations. This level of government also has considerable autonomy in managing revenue from certain national, provincial and local sources. The LGSP and ALGAP programs have primarily functioned to assist districts and municipalities improve capacity to utilize their new powers. Logika is focusing on village and sub-district government, which can also be viewed as 'discrete units' with their own localized frames of reference. Managers maintain that dealing with the broader picture - at provincial level especially - is prohibitively complicated and not necessary for the overall aims of their programs. The AGTP program is attempting to assist Bappeda consolidate development planning between levels but is taking a 'top down' approach without significant interaction with the district/municipal level.

Internal SKPA

The Fisheries Department is the only sectoral agency to have made significant headway in harmonizing planning and budgeting between the different levels. The Otsus/Migas law allows for comprehensive consolidation of program planning and implementation between provincial and district/municipal agencies but, due to its relatively recent introduction in 2008, the system is not functioning well: District/municipal agencies are essentially working on their own plans, which they push through the provincial process under pressure to produce 'deliverables' for local people. Again, the AGTP program is attempting to assist Bappeda consolidate between levels but is taking a 'top down' approach. Due to time restrictions, it could not be ascertained how Bappeda is attempting to assist SKPA streamline planning between SKPA levels.

Productive Sectors

With the exception of the fisheries sector, no development actor is engaging sectoral agencies to consolidate strategic planning and programming at the provincial level – let alone between the provincial and district/municipal agencies.

This 'blind spot' is compounded further by the fact that the government's capacity building institution, the BKPP, has only extremely limited budget, capacity and will to conduct trainings in sectoral / productive matters.⁵² Agency staff complain that the capacity building initiatives they include in their yearly draft budget plans are removed later by Bappeda or the parliament. With little regard to the real situation at the BKPP, budget overseers maintain that the BKPP – not the agencies - is the proper agency to facilitate capacity building for civil servants.⁵³

Program Planning

No development actors are sitting down with sectoral agencies to plan their programs and this is perhaps the most significant 'gap' affecting realization of development goals. Some actors are engaging in program planning, such as the AFEP and UN FAO programs, but only on areas of direct relevance to their program. Non-government actors have also assisted

⁵² The BKPP primarily works in financial and asset management, with some emphasis on social services provision (health and education).

⁵³ Other reasons for removing capacity building program components from Dinas budgets are: They are wary of spending too much of their budget 'on themselves' rather than on the people of Aceh, and ; Capacity building is seen as delivering no immediate benefit for local people.

some agencies to improve procurement of goods and services (attempting to reduce corruption).⁵⁴

Government departments need assistance in program planning and strengthening the mechanisms that ensure better results. The regulations and systems are in place but too often fail in implementation. Part of the problem is that there is no incentive to implement effective programs: civil servants earn 'supplementary income' figured into program budgets whether or not the programs are successful.⁵⁵

There is also the problem of the technical criteria that apply to programs, especially those related to environmental management. It was very difficult to ascertain what kinds of program criteria must be accounted for. For example, under pressure from the national government, there is greater awareness of the technical criteria developed to ensure that water resources are managed effectively but there is still a long way to go before the laws are applied faithfully. Other kinds of criteria, if they are acknowledged at all, appear to be regarded as formalities. Departments do not check the location of their program activities (building infrastructure or opening farm land) against existing spatial plans to ensure that they are not damaging forests.

Spatial Planning and Conflict

There is also reason to believe that Bappeda and relevant agencies lack the technical capacity to produce a comprehensive spatial plan that includes a high-quality regulatory framework. This is not such an important issue at the provincial level, where the plan will likely contain few details (to ensure its passage through the national systems). The important implementation level is in the districts and municipalities where technical skills and manpower are generally less developed. In addition, if the plan is actively applied, particularly in and around forest areas, it could give rise to conflict between the state, local communities and private sector developers. District/municipal governments and relevant agencies are generally ill-equipped to apply the plan with proper regard for local communities' rights and even less to manage any conflict that may arise.

Withdrawal of Technical Support

There will be numerous repercussions from the closure of large programs such as the ADB ETESP program, GTZ, the USAID-funded programs and others in 2009. In general terms, the loss of continuity will be felt. In practical terms for government agencies, perhaps the greatest impact will result from the withdrawal of technical support personnel who were 'implanted' in their agencies or who maintained close relations at the various levels.⁵⁶

Any appraisal of what has been achieved to date is deceptive because many initiatives may simply fall by the wayside once technical and other program support is withdrawn despite the agencies' best effort to 'phase out'. This is particularly relevant in regards to the information resources (technical and sectoral surveys, spatial data, monitoring information) from closing programs, which may not be utilized without the intervention and support of other organizations.⁵⁷ The same could be said for the government capacity building materials developed by LGSP, GTZ, ADB ETESP and others.⁵⁸

⁵⁴ Improving procurement of goods and services is an essential part of ensuring better program results but there was insufficient time to research this further.

⁵⁵ Some provinces, including Bali, have recently disallowed these kinds of program payments for civil servants.

⁵⁶ Bappeda has many program proposals developed with non-government agencies that could not be implemented due to lack of funding and limited capacity. Unfortunately, they have not prepared a comprehensive index of these proposals.

⁵⁷ The RAND database, for example, was handed over to Bappeda but it is uncertain if the system will be developed further under their auspices.

⁵⁸ Managers of capacity building programs are not very positive about the BKPP's ability to incorporate their material into the standard training programs they aim to produce with support from the UNDP AGTP program.

Rural Development and Poverty Reduction

Aceh is one of the poorest regions of Indonesia, over 80% of the population live in rural areas. As such, rural development should be indelibly linked to poverty reduction strategies. This, however, is not being realized: no foreign agency is working in any comprehensive way to build poverty reduction into development planning, and SKPA have little experience in devising effective pro-poor strategies, although they do attempt to concentrate their efforts in under-developed regions where practicable.

The Social Affairs Department is the main agency charged with addressing the problems of the poor and marginalized and has developed a comprehensive 'classification' system.⁵⁹ They also manage the networks of local volunteers (such as umbrella organizations for youth, veterans, volunteer social workers, etc.). The department, however, complains that they have little funding to conduct comprehensive surveys and registration, mobilize networks or implement assistance programs. There appears to be very little cooperation with other agencies, for example, in the fisheries and agriculture sectors, to address these problems.

Civil society participation – let alone involving the poor and marginalized – in program planning through the department is still very limited although many participate in local public budget consultations (Musrenbang) with only limited results to date. *Adat*-based and other associations are particularly weak in the agriculture sector - particularly in regards to involving women in traditionally male-dominated local farmer associations.

There are also socio-cultural factors that mitigate against agricultural development in Aceh. Aceh is not, strictly speaking, an agricultural culture because the kingdom developed on the back of international trade. The prolonged conflict and exploitation of Aceh's oil and gas resources have bred a kind of apathy in many rural communities.

Supply Chain and Adding Value

Development initiatives are also not being sold to the private sector, which is the key player in the development of supply chains and added-value industries. In some sub-sectors, private enterprises are being actively involved (i.e. coffee and palm oil, with non-government program support). However, directly linking local producers to buyers/markets is not developed in government program planning. The Agriculture Department is developing commodity 'sentra' or centers but the approach is distorted by a tendency to view themselves as 'investors' with program capital rather than facilitators and regulators. Most non-government programs concentrate on adding value but have a poor performance in developing supply chains. This is not just a problem of linking producers to medium-large businesses: Non-government programs tend to ignore the role of middlemen despite the fact they not only link buyers and markets but also function as a source of funds in emergencies (ill health or natural disaster) and for capital to improve or expand production.⁶⁰

⁵⁹ There are more than 30 categories covering widows, the disabled, the elderly, waria, drug addicts, conflict victims, HIV sufferers, etc.

⁶⁰ The IFC's early surveys of the agriculture and fisheries sectors first brought the role of middlemen to light and several other agencies have conducted more detailed research. They found that, in many cases, producers enjoyed a relatively strong bargaining position. This was attributed to the conflict and social-religious norms, which fostered self-sufficiency in local food production and mutual trust between the transacting parties.

Civil society

Several non-government and government programs have attempted to improve civil society participation in the Musrenbang process and build capacity among local NGOs/CSOs to implement programs. However, given the tense political situation, there has been little emphasis on community monitoring and direct advocacy on sensitive issues, such as land rights and the environment. Not addressing this issue will give rise to more problems in future.⁶¹

Monitoring of 'Aceh Green-related issues' is relatively new and limited in scope (for example, in the Ulu Masen region under the AFEP forestry program and through the forest rangers). It is also vastly more complicated because it could apply to... everything. (From deforestation/illegal logging to water supply /quality, civil society participation, infrastructure design, etc.).

Energy and Mining

Although the energy and mining sectors are prominent in the Aceh Green framework (See Section I – Introduction, General) they were not researched in any depth for this document. Obtaining information was very difficult due to intense competition between regions and actors and its technical nature complicated any analysis.

The overall picture in the energy sector is confused, as decision making is more closely tied to national agencies than other sectors. This sector requires integrated planning as well as a huge amount of investment and technical inputs from both government and private sector actors.

There is more government information on and regulation of the mining sector, although district agencies are the most active in directly administering mining concessions and monitoring impacts. Local governments are launching various initiatives to tackle small-scale / illegal mining (especially where mercury and other substances pollute waterways). Access to alternative livelihoods is perhaps the most important approach to reducing interest on the part of small-scale / illegal miners and the environmental impact of their activities. More information could be gathered.

5.3. OPPORTUNITIES – RECOMMENDATIONS FOR PROGRAMMING INVESTMENT

The following section presents a general overview of opportunities to influence local government and leverage government funds to support better outcomes for the environment. As such, they represent opportunities for investment in future programming initiatives.

⁶¹ Monitoring and advocacy in post-conflict and gender-related matters are building on past experience and look likely to improve in future with assistance from non-government actors.

Intensification of Agriculture

Livelihoods development (and reducing poverty) in Aceh is primarily concerned with developing rural livelihoods. With the ADB ETESP program now gone, no actor is tackling rural development in a comprehensive way – programs are all localized in certain districts.

Access to land is not a major problem in Aceh's villages, as almost all households either already own land and/or can exercise their right to clear and work *adat* lands.⁶² Land claims are based on cultivation practices: The more land cultivated over a period of time, the more you own.⁶³ One downside of this system is that there are no real incentives to intensify production on existing land: When production falls off, local people clear more land. Promoting intensification on existing agricultural land in any sub-sector will have, in the short term at least, beneficial outcomes for the environment in terms of checking land clearing by small-scale producers.

Any attempt to reinvigorate the agricultural sector should begin by showing farmers that more care of crops means more yield and more income. This approach promotes a greater 'level of care' that compliments the conservation of forests and other natural resources.

Village Management

Development needs to be rooted in the villages and there are two main developments in 2009 that could aid this significantly.

First, villages have now been given unprecedented power to take decisions on utilizing and conserving *adat* land under the new Qanun. The provincial Qanun is new and can not be applied in the villages until district and municipal governments pass their version of the Qanun. Capacity to produce qanun – and actively apply them – is weak in the districts. There are many opportunities to work with government agencies and other programs to ensure that the Qanun is a positive tool in rural development and especially that it promotes a greater level of care of both productive land and natural resources. The Ausaid-funded Logika program intends to facilitate this process, particularly qanun production at the village level.

Second, the National Program for People's Development (PNPM), under which each village in Aceh has been allocated a grant of at least Rp150 million in 2009, represents a turning point. It is the first time in the country's history that grants can be paid directly to bank accounts held and managed by all villages across a province. Facilitators from the World Bank-funded KDP program work with communities to devise village and, with more mixed results, kecamatan development plans that emphasize small-scale infrastructure development (mainly improving local roads). The projects are generally implemented by local laborers without heavy equipment, providing limited employment and building community ownership.

This program looks set to have a profound impact not only in terms of the financial support to villages but in attitudes to rural development - empowering local people to manage their resources and (hopefully) forcing a change in attitude on the part of government officials, who tend to see the rural population as 'poor, ignorant and passive'. The Grameen-style revolving funds could also be subtly shifting the balance of power over financial management in favor of women.

⁶² The World Bank found that around 85% of former combatants owned land, which aided livelihoods-related reintegration initiatives considerably. See **** and *****

⁶³ Land claims are first endorsed by local leaders and, if the owners have the inclination and means, can proceed to formal endorsement through local government agencies.

There is room to provide other kinds of assistance to compliment the existing program. One opportunity is to use the system to raise awareness and promote environmentally friendly village planning and projects. The program is currently considering how the advent of the Qanun on *adat* lands will affect the program. Now is a good time to ensure that program planning for 2011 accounts for the new Qanun. Other kinds of technical assistance and facilitation could also be provided to livelihoods activities, such as agriculture, enabled through the revolving funds. In future as the program matures, government money – or non-government program money channeled through the village bank accounts – could be used on other kinds of infrastructure or agricultural and fisheries development initiatives. The possibilities appear endless but any new initiative will take time.

Implementation of the Spatial Plan

The development and implementation of the spatial plan is likewise at a crucial stage. However, no non-government program is supporting the finalization of the provincial spatial plan or preparing to help the districts develop their own versions. Implementation of the new boundaries as well the monitoring of related regulations also looks set to progress with only limited support from national government agencies (and perhaps some involvement from non-government programs in the particular districts where they are working). Conflict mitigation strategies are also not being developed by the government to meet any challenges that may arise from the implementation of the plan.

There is, therefore, a very wide scope of opportunity to support the local government and communities. Interventions could be designed to tackle the big picture issues above or concentrate on specific sectors, such as developing disaster risk reduction or water resource management as part of the spatial plan.

The SIM-C database enables program locations to be checked off against the spatial plan to ensure protection of natural resources. The plan is to put the database online and enable access to approved government and non-government users, as in the case of the RAND database. However, the initiative may need support in future if it is to be more than the exclusive resource of the Governor and the Aceh Green team.

Spatial planning initiatives are only tentatively linked at present to the mapping of physical assets across the province and there is much room to ensure that the two are brought together. This would support the push to ensure that environmental compliance standards are socialized and enforced. The asset mapping initiatives supported by the IREP/IRFF and AMAP programs in particular also delineate between national, provincial and local budget sources responsible for maintaining and *improving the environmental compliance of the assets*.

Adding Value and Supply Chain

Roads and ports facilities have now been built, laboratories and technical colleges have been refitted, and many other kinds of facilities have been prepared (such as warehouses, ice production, mills, etc.). Governmental agencies claim there are still many ‘gaps’ in physical infrastructure development but there is no way to ascertain if their strategies are realistic or represent the best solution to the problems faced. With the assistance of the government and non-government actors, a more specific identification of physical infrastructure – and gaps – could be conducted.

More time could also be spent looking into the information the Agriculture Department has compiled on the potential of local cluster ‘sentra’ for rice, corn, peanuts, rubber, chili, soy and other legumes/beans. Among non-government actors, supply chain and added-value

surveys have been prepared on, among others, building materials (including quarrying), wood and rattan products (from furniture and waste wood fuel briquettes), non-wood forest products (including medicinal products), fisheries and aquaculture products, certain fruit and vegetables, and handicrafts.⁶⁴

Adding value and developing supply chains are about improving capacities and building relationships. Relationships have been developed over the past four years and capacities built in traditional and new approaches to farming and fishing so that any new program need not 'start from scratch'. The ESP's work with local cocoa producers in Aceh Jaya and Aceh Besar is a case in point.

The formation of sub-sector 'sentra' in the Dinas cluster approach could represent an entry point, but would require a well thought out and incremental approach involving direct training for producers, local processors, middlemen, and government officials as well as possible material support (inputs) and supply chain facilitation over several years. Shifting the focus away from Medan, by using new port facilities in particular, would require additional effort, as many have tried and failed over the past four years. Besides coffee, the fisheries sector perhaps has the most established base from which to enhance added value-supply chain operations but, due to the perishable nature of the product, generally requires a more technical approach.

Civil society organizations

Opportunities for working with local NGOs are manifold.

Development Planning. The government has begun actively involving local NGOs and community groups in the budget consultations (Musrenbang), but there is still along way to go before they have a real impact on development planning at higher levels and even further before they can influence the sectoral departments that devise and implement rural development programs.

Program Partnering In terms of implementing programs, no other part of the country has a greater concentration of experienced local NGOs than Aceh, with the exception of Jakarta and perhaps Yogyakarta. At the very least, well over 100 local NGOs with *yayasan* or *lembaga* status have been able to meet the financial management standards of foreign donors.⁶⁵ These local NGOs work with many hundreds of village-based CSOs and the PNPM already boasts over 3,000 micro-lending groups comprised of poor women. There is huge potential to develop these organizations and relationships further, especially now that large programs are closing and many skilled and experienced Acehnese are looking for employment in existing – or forming new - local NGOs. The current situation is not ideal: Local NGOs may understand local conditions very well but still need assistance to devise and implement projects.

Supporting Government –Local NGO Partnerships. In developed countries, local NGOs receive government funding for core programs but this has progressed only fitfully in Indonesia. BRR and the Dinas Sosial tendered projects to local NGOs with some success in 2006 but there was insufficient time to ascertain if other government agencies have made funds available to

⁶⁴ There has also been much time and effort put into strategies for eco-tourism development. The UN ILO, FFI, several Red Cross agencies have already provided limited support. The Tourism Department is reputedly very weak, under-resourced and caught between promoting to Western tourists or developing Islamic tourism.

⁶⁵ The figure could be over 100 local, fully registered NGOs with experience partnering with foreign agencies: The UNDP program alone provides grants to 80 registered local NGOs across the province. Previous grant programs were also run by Oxfam and Hivos and numerous small-scale partnerships were developed in the districts.

local NGOs. The problem is that *government* agencies have little experience managing programs this way. Another problem is the fact that, without consistent, independent oversight, bona fide local NGOs or those working on controversial issues may not gain access to government funds.⁶⁶

Positive Monitoring and Advocacy.

As mentioned previously, monitoring and advocacy could be problematical on land management or environmental issues because of the potential for conflict. The message, however, could be positive. Several agencies have floated the idea of supporting awards to environmentally responsible individuals, groups and communities but none have materialized to date. The Jawa Pos newspaper runs a very popular yearly awards series that could be emulated in Aceh.

There are also ways to support local NGOs working in controversial fields without exposing the funding organization to unnecessary scrutiny, such as building *networks* that raise sensitive issues or supporting the development of monitoring systems linked to media campaigns. Involving communities in monitoring environmental issues requires concerted program planning and local capacity building but could be founded in other program initiatives to improve land use or increase agricultural production.

Building Aceh Green into Planning

The following are suggested points of entry for the Aceh Green team or “Aceh Green Projects” that would lead to Aceh Green becoming a sustainable and tangible force in the formal development planning processes.

- The formulation of the Long-Term Development Plan (RPJP), which Aceh currently does not have.
- The revisions to the Medium-Term Development Plan (RPJM).
- Support for the coordination team currently devising guidelines and criteria for the allocation of the Otsus/Migas funds.
- Working with Bappeda to ensure that the disconnect in planning between provincial and district governments is closed.
- Working with Bappeda and SKPA to develop their internal strategic plans - ensuring that the disconnect within the agencies between their provincial and district levels is closed.
- Sitting down with SKPA to devise environmentally sensitive programs that effectively operationalize their consolidated sectoral plans.
- Assisting the sectoral departments to develop capacity building initiatives *clearly linked* to overall program deliverables to include in their budgets and ensuring they are not removed from the final budget.
- Assisting departments to clarify the technical criteria that apply to their programs. (The World Bank's environmental and social safeguards could be a starting point, as they are based on relevant laws and developed in reference to the Bank's best practices).
- Ensuring that the clarified criteria are accounted for before program approval – particularly enforcing the practice that all program locations are checked against the new spatial plan.
- Assisting departments to devise proper procurement mechanisms that reduce the incidences of mismanagement and/or corruption. (Ensuring that quality material inputs

⁶⁶ The consultant was based at the Dinas Sosial for 18 months when working for the UNDP in 2005-06 and observed that, before the joint program with BRR, Dinas grants to 'local NGOs' mainly went to organizations established by Dinas staff.

are obtained and developing proper procurement procedures for ‘outsourcing’ technical assistance.)

- Assisting departments to devise effective monitoring systems – from procurement to delivery and environmental impact. Building government and civil society capacity to monitor environmental impact from program activities.
- The review of information resources generated from other programs - particularly the programs closing in 2009 – and assisting local government agencies manage the information and use it in their strategic planning and program design.

Coordination and Facilitation

The Secretariat has indicated that it sees its primary role in the future as promoting and ‘facilitating’ links between government agencies and between government and non-government actors in support of Aceh Green’s aims. The time is ripe for a new push to consolidate coordination around Aceh Green, as existing mechanisms lack cohesion and several have completely fallen by the wayside.⁶⁷

The World Bank’s The ‘Multi-Stakeholder Review of Post-Conflict Programming’ is currently developing a database and conducting a wide-ranging review of post-conflict programming in Aceh. They will soon move on to consolidating the decision-making process around post-conflict programming and develop the means to track assistance and monitor its effectiveness.⁶⁸ The initiative could provide useful lessons for the secretariat.

⁶⁷ See Appendix 8 for an overview of existing coordination mechanisms. The information generated by this consultancy could be a starting point in ‘matching’ expertise and funding if more time is allowed to the consultancy to gather detailed information on programs and working areas.

⁶⁸ The new program supported by Ausiad, the Dutch Embassy and the World Bank will complement the Multistakeholder review project.

APPENDICES

APPENDIX I. SCOPE OF WORK

Title of consultancy: 'Aceh Green Program Livelihoods Gaps Assessment'

Period of Performance:

According to Contract: March 30, 2009 – June 30, 2009

Start work: April 13, 2009

End work: June 30, 2009

Total level of effort: Up to 60 working days

Objectives:

This consultancy is required for the completion of a survey of agencies and organizations and their livelihoods activities, budgets and approaches in support of Aceh Green environmentally sustainable development in Nanggroe Aceh Darussalam. The survey will include government, non-government and citizen-based organizations. A simple matrix in a standard format will be developed to describe activities, budgets and approaches and will include a section on gaps identified by interviewees/stakeholders. The STTA report will include the matrix and consider progress to date on Aceh Green, present a broad outline of plans for the development of Aceh Green in 2009-2010 as well as a brief analysis of identified livelihoods programming gaps. Finally, a short list of recommendations will be prepared which will emphasize follow-up action to support better coordination between concerned parties. Most important, opportunities for leveraging government budget support for Aceh Green-like environmentally-friendly development will be clearly identified.

Tasks (Performance Requirements):

Specific tasks of the consultant will be:

Identification of agencies and organizations in Nanggroe Aceh Darussalam whose focus concerns any or all of the following: sustainable economic development, rural livelihoods development, and policy development that supports rural livelihoods. Coordination with the Aceh Green transitional secretariat, relevant civil service agencies, donors and NGOs will be essential at this stage to cast as wide a net as possible as well as to develop ownership of the assessments results.

- Development of a survey format to determine programmatic activities and budgets of the identified organizations.
- Implementation of the survey to assess programmatic gaps among agencies and organizations related to livelihoods in the context of Aceh Green.
- Development of a matrix of activities that describes these livelihoods activities, budgets and approaches as well as perceived gaps.
- Preparation of a report of the survey and analysis with recommendations which will be delivered to Aceh Green stakeholders.

APPENDIX 2. THE 42 PROVINCIAL CIVIL SERVICE UNITS (SKPA) OF NANGGROE ACEH DARUSSALAM

Underlined and **Bold** font:
Bold font:

Directly related to implementation of Aceh Green
Secondary agencies to implementation of Aceh Green

Noted with a “*”

Contacted over the course of this consultancy

No	SKPA
1	Dinas Syariat Islam
2	Dinas Tenaga Kerja dan Mobilitas Penduduk
3	Dinas Kesehatan
4	Dinas Pengairan
5	<u>Dinas Kelautan dan Perikanan *</u>
6	Dinas Sosial *
7	Dinas Pengelolaan Keuangan dan Kekayaan Aceh *
8	Dinas Pendidikan
9	Dinas Kebudayaan dan Pariwisata
10	Dinas Perhubungan, Komunikasi, Informasi dan Telematika
11	<u>Dinas Kehutanan dan Perkebunan *</u>
12	<u>Dinas Pertambangan dan Energi</u>
13	Dinas Bina Marga dan Cipta Karya
14	Dinas Perindustrian, Perdagangan, Koperasi dan Usaha Kecil Menengah
15	Dinas Pemuda dan Olahraga
16	<u>Dinas Pertanian Tanaman Pangan *</u>
17	Dinas Kesehatan Hewan dan Peternakan
18	<u>Badan Perencanaan Pembangunan Daerah (Bappeda) *</u>
19	Badan Kesatuan Bangsa dan Perlindungan Masyarakat
20	Badan Arsip dan Perpustakaan
21	Badan Pemberdayaan Masyarakat *
22	Badan Pemberdayaan Perempuan dan Perlindungan Anak.
23	Badan Investasi dan Promosi
24	Badan Kepegawaian, Pendidikan dan Pelatihan
25	<u>Badan Pengendalian Dampak Lingkungan (Bapedal NAD) *</u>
26	<u>Badan Ketahanan Pangan dan Penyuluhan *</u>
27	Badan Pembinaan Pendidikan Dayah

28	Kantor Penghubung Pemerintah Aceh
29	Rumah Sakit Umum dr.Zainoel Abidin.
30	Rumah Sakit Jiwa.
31	Rumah Sakit Ibu dan Anak
32	Inspektorat Aceh
33	Satuan Polisi Pamong Praja dan Wilayatul Hisbah.
34	Sekretaris Daerah
35	Asisten I Bid. Pemerintahan *
36	Asisten II Bid. Keistimewaan
37	Asisten III Bid. Administrasi Umum
38	Majelis Permusyawaratan Ulama
39	Majelis Adat Aceh
40	Majelis Pendidikan Daerah
41	Badan Baitul Mal Aceh
42	Pusat Pelayanan Terpadu Satu Pintu *

APPENDIX 3. THE SEVEN CORE GOVERNMENT PLANNING AGENCIES

Agency	Description
Provincial secretary and four assistants,	Coordination of assessments and transition support plans, troubleshooting, reporting to governor on developments in each agency, developing monitoring plans, integration of information systems with BAPPEDA, development bureau and the Department of Communication and Transport
BAPPEDA	Coordination and review of funding and programs. Assessment of special autonomy fund (SAF) proposals and impact of SAF on other budget/plans. Workshops for provincial and district SKPA on additional factors in budget/planning. Development of public consultation Musrenbang process.
Law Bureau	
Finance Department	Management of all government funds. Development of asset management system integrated with all SPKA. Development of financial reporting mechanisms that enable tracking of spending.
Inspectorate Aceh	(Monitoring Agency) Impact monitoring of ongoing recovery, tracking indicators on gender and environment, corruption monitoring.
BAPPEDALDA	Monitoring environmental impact, reviewing AMDALS and environment plans on reconstruction projects.
Dinas Perhubungan	Communication and transportation, mainstreaming information systems, coordination of transportation assets (roads, airports, ports).
	Additional relevant agencies:
BKPP	Institutional capacity building across government agencies at all levels of government. Recent activities: Capacity assessments, developing support plans with beneficiary agencies, provision of immediate support, working group formation.
Others	Technical and implementation agencies (Agriculture, Fisheries) and investment board. Preparation of sectoral development plans and budgets, implementation, monitoring as well as regulatory function with the private sector.
Kabupaten/Kota –	District and municipal executives, legislative bodies, coordination with SKPA at district/municipal level for development planning.

APPENDIX 4. STAKEHOLDER SURVEY INTERVIEW QUESTIONS

Stakeholder categories:

- a. Government (provincial level)
- b. Donors
- c. International NGOs (INGO)
- d. Local NGOs (LNGO)

Guiding questions for Donors and NGOS:

1. What do you know about Aceh Green?
2. Have you had any interaction with the members of the Aceh Green secretariat during the formation and/or implementation stages of your program?
3. What references/criteria or input have been used in the formulation and/or implementation of your programs?
4. Does the process consider the location of activities or construction – in spatial planning terms and environmental impact factors?
5. What other government agencies have been involved in the formulation and/or implementation of your program – especially in considering environmental impact issues?
6. What is your impression of government planning processes, government capacity and program results?
7. Are issues of spatial planning or environmental sustainability considered and how?
8. What assessments or research - especially with a long shelf-life - has your organization conducted that could be relevant for Aceh Green?
9. What has been successful and will last... What aspects of your program do you believe will last after the program finishes - with particular reference to skills sets and community-level forums/groups/mechanisms for participatory planning and management of natural resources.
10. Local governance: What is your impression of the role of *adat* (customary law) and *adat* leaders – especially in terms of managing local resources and promoting sustainability?
11. *Mukim, tuha peut, guecik, panglima laut* etc.
12. In your opinion, what approach has worked best to ensure that communities and government agencies are aware of environmental concerns and incorporate them into activities or local planning?
13. Are there any plans to change your existing program (for example, to make it more environmentally sound, to increase community participation in planning) and/or obtain more funding?
14. Any comments on developing the Aceh Green agenda in future? Especially based on lessons learned from your own program. Programming gaps? Opportunities to leverage more funding for Aceh Green-related programs?

Guiding questions for government agencies

1. Enquire about status of 2010 budget planning process; ask about accessibility to summary/documents.

2. What do you know about Aceh Green? (establishment of secretariat, Governor's logging moratorium, Bali agreement, REDD, AFEP, Leuser and Ulu Masen focus, relation to sectors such as fisheries, agriculture, energy, palm oil, etc.)
3. Have you had any interaction with the members of the Aceh Green secretariat during the formation and/or implementation stages of your programs?
4. What references/criteria or input have been used in the formulation and/or implementation of your programs? (i.e. internal-institutional environmental standards, RPJM or official program criteria, assessments of program impact, discussions with the Governor, BRR Master plan, ARF, non-government programs in the sector or area you are working in).
5. Does the process consider the location of activities or construction – in spatial planning terms and environmental impact factors? What references, sourced from where? (protected or forest areas, rivers, coastal, flood- or disaster-prone areas)
6. Please describe how district-level Dinas/agency branches are involved in program planning. Consolidation of sectoral aims and development plans, program planning, budget sharing, etc.
7. Criteria for programs – any that concern environmental issues, spatial planning?
8. Special autonomy (Otsus) funding in relation to above.
9. What is your impression of non-government programs in your sector or in communities where you work? How do they consider spatial planning or environmental sustainability issues? Has their approach worked and how/ how not?
10. What assessments or research - especially with a long shelf-life - has your agency conducted that could be relevant for Aceh Green? (on natural resources and management issues, land, sustainable production, electricity, training in environmental or sustainable development issues)
11. In your opinion, what approach has worked best to ensure that communities and government workers are aware of environmental concerns and incorporate them into activities or local planning?
12. Are there any plans to change your existing program or program planning in future years and/or obtain more funding?
13. Are there efforts to build staff capacity to implement programs - to make it more environmentally sound, to improve community participation, etc.
14. Do you think the Aceh Green agenda (or Aceh Green indicators) are particularly relevant for your agency's work?
15. How could it affect your work in future?
16. Any comments on developing Aceh Green agenda in future? Especially based on lessons learned from your own program and program planning processes. Programming gaps. Opportunities to leverage more funding for Aceh Green-related programs. Otsus

Added later:

17. Are you aware of the workshop to be held by the Aceh Green secretariat in July?
18. Has your agency been asked to prepare any material for presentation or discussion at the workshop – and what?
15. What will occur at the workshop?
16. What are the expected results?

APPENDIX 5. PROGRAM INFORMATION TEMPLATES

A. Agency and Overall Program			
A.1 Overall Program Title			
A.2 Implementing agency name			
A.3 Funding Source(s)			
A.4 Start date:		End date	
A.5 Total beneficiaries			
A.6 Overall working areas (province/districts)			
Brief description of overall program:			
A.7 Program leader / contact persons:			
Name:		Name:	
Position:		Position:	
Email:		Email:	
Phone Number:		Phone Number:	

B. Description of Aceh Green-Related Projects				
B.1 Name of Project / Program Component:				
B.2 Funding Source:				
B.3 Funding amount:				
B.4 Start date:		End date		
B.4 Working areas:	1. Kabupaten/Kota	*****	Kecamatan	*****
General notes on working area:			Kecamatan	*****
*****	2. Kabupaten/Kota	*****	Kecamatan	*****
			Kecamatan	*****
			Kecamatan	*****
	3. Kabupaten/Kota	*****	Kecamatan	*****
			Kecamatan	*****

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Beneficiaries (aggregated by gender if possible)	*****
Relationships – government and non-government implementing partners	*****
One-two explanatory sentences	

Keywords: Note: The consultant will select several keywords to describe the project.

B.1 Name of Project / Program Component:				
B.2 Funding Source:				
B.3 Funding amount:				
B.4 Start date:		End date		
B.4 Working areas:	1. Kabupaten/Kota	*****	Kecamatan	*****
General notes on working area:			Kecamatan	*****
*****	2. Kabupaten/Kota	*****	Kecamatan	*****
			Kecamatan	*****
			Kecamatan	*****
	3. Kabupaten/Kota	*****	Kecamatan	*****
			Kecamatan	*****
	Beneficiaries (aggregated by gender if possible)	*****		
Relationships – government and non-government implementing partners	*****			
One-two explanatory sentences				

Keywords: Note: The consultant will select several keywords to describe the project.

C. Information Resources

The Aceh Green secretariat asks for your assistance in compiling information resources developed over the past four year that directly relate to the Aceh Green environmentally sustainable development agenda. We are looking for resources such as qualitative and quantitative feild studies, research, or assessments and training guides that may be shared with other actors to build knowledge and understanding of the current development context in Aceh. You may use the format provided below or attach a list of resources seperately. Programs that are closing in the near future are particularly urged to send copies of the documents along with the response to this email. Thank you for your assistance.

**Assessments, evaluations or research
completed/planned**

C.1 Name of document	
C.2 Publication date	
C.3 One sentence explanation of content:	
C.4 Availability (on website, on request)	

C.1 Name of document	
C.2 Publication date	
C.3 One sentence explanation of content:	
C.4 Availability (on website, on request)	

C.1 Name of document	
C.2 Publication date	
C.3 One sentence explanation of content:	
C.4 Availability (on website, on request)	

D. Other Input

Please use the space provided below to note any other aspects of your program not mentioned above, for example, program constraints or plans to expand your activities/timeframe and obtain more funding.

--

Additional template for projects not noted above				
B.1 Name of Project / Program Component:				
B.2 Funding Source:				
B.3 Funding amount:				
B.4 Start date:		End date		
B.4 Working areas:	1. Kabupaten/Kota		Kecamatan	*****
General notes on working area: *****			Kecamatan	*****
	2. Kabupaten/Kota		Kecamatan	*****
			Kecamatan	*****
			Kecamatan	*****
	3. Kabupaten/Kota		Kecamatan	*****
			Kecamatan	*****
Beneficiaries (aggregated by gender if possible)	*****			
Relationships – government and non-government implementing partners	*****			
One-two explanatory sentences				

Keywords: Note: The consultant will select several keywords to describe the project.

APPENDIX 6. CONTACT LIST

Organisation Name	Contact Person	Position	Phone Number	Email Address
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ADB	Pieter Smidt	Head of Extended Mission in Sumatera (EMS)	Tel office: 0651 41429	psmidt@adb.org
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Red Cross/ Crescent				
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Save the Children	Alex Schein	Aceh Program Director	0812 699 8247	aschein@savechildren.org
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Other relevant organizations (not directly involved in Aceh Green initiative)

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	Syarifah Fitriah	Admin Assistant		

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Bappeda				
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	Ibu Suci	Manager AGDC	0812 6926712	
	Pak Bastian	Ketua Bidang Ekonomi	0812 6925255	
	Pak Mochtar	Ketua bidang sosial budaya	0811 694 256	
BRR/ BKRA	Steve Almsteier	Donor liaison and media monitoring	0813 7049 5421	
		Environmental team...		
		Info management team (4 matrix)		
Governor's Office				
	Dailami	Assisten III to Pak Bachtiar	0812 698 0427	
	Dahlan	Tim Komunikasi	0813 284964444	Lan_sabena@yahoo.com

APPENDIX 7. OVERVIEW OF EXISTING COORDINATION MECHANISMS

Concurrent with the closure of BRR, two working groups were established:

- Local Governance Working Group (LGWG) – informal, coordination between donors and agencies and their link to government.
- Governance Project Working Group (GPWG) – technical level, all donor and BRR-funded governance projects.

Government coordination initiatives include:

- Aceh Recovery Forum (ARF) – Supported by UNORC, BRR and provincial government initiative to work with stakeholders to develop a recovery framework, ‘a degree of strategic direction’, review of RPJM. ARF may run out of steam if UNORC does not obtain further funding and/or is forced to drastically reduce its size after June 2009.
- Aceh Governance Forum (AGF) formed by SK – heads of the principle agencies working with executive staff to develop policy and support and monitor its implementation. AGF is the purported meeting point for LGWG, GPWG and Tim Assitensi.
- Tim Assitensi formed by SK – leading a series of initiatives to coordinate and facilitate policy formulation and links to agencies implementing policies (on the AGF, BRR, donors etc.)
- Other forums managing handover of BRR programs to provincial government and BKRA. Programs with central government funds (approx. USD300 million), donor funds (approx. USD300 million) and off-budget funds (unknown)...

New mechanism:

Kabupaten/kota Assosiasi (KKA): Headed by the Bupati of Bireuen district; deputy leader is Banda Aceh Deputy Mayor Iliza Djamal. KKA has a budget of USD3 million for consultations and a small component on capacity building (lots of meetings, some policy recommendations – one already on Otsus, which lead to the formation of the coordination team). Developing its own strategy for capacity building. Calgap apparently proposed a KKA-related project to the MDF – unsure of status.

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