Evaluation Cooperation

Rainforest Foundation Norway
-
Forum Kerjasama LSM Papua (FOKER)

Papua and West Papua Provinces, Indonesia

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The performance of each criterion is visualized by colours representing five qualifications.

	very good
	good
	fair
	poor
	very poor

evaluation criterion	indicators and reference	grade	conclusion
relevance	* the extent to which the project conforms to the needs and priorities of the target groups, as well as in relation to protection of indigenous peoples' rights and forest protection in Papua and West Papua provinces		How far the project conforms to the needs of the general 'target groups' depends on how different target groups are defined and how their role is perceived in relation to the 'main target group', traditional communities. Papuan society is composed of different groups. A dynamic situation exists in which people change roles and positions within Papuan society. Many 'traditional' Papuans no longer, and less and less, practice a behaviour that can be described as traditional. While the cooperation between RFN and FOKER in itself is relevant, both parties seem to be captured by a fixation on who the victims are and who to blame. It appeared that the overall approach of the project only included other NGOs and the government as key players in society. When others were mentioned these were mainly seen as having a negative impact on traditional communities. The relevance of the initiatives to improve the living conditions of traditional communities may well be better served with a broader view on society, both towards the position of Papuans (traditional or 'non-traditional'), and for instance non-Papuans and the private sector.
effectiveness	* the extent to which the purpose has been achieved, and whether this can be expected to happen on the basis of the outputs of the project		Effectiveness was difficult to judge as a consequence of the lack of coherence between input, activities and outputs. A logical framework, based on RFN's format for proposals, should be instrumental in designing such logical framework, which is, however, not a 'short-cut' to more effectiveness. Any logical framework needs to be developed according to the local situation and such development can be seen as a learning exercise for the organization itself. An intriguing contradiction surfaced based on

		 	the opinion of the interviewees. Without hardly an exception, the interviewees' opinion on FOKER's effectiveness was not in line with FOKER's active attitude as shown in the narrative reports. The impression arose that no well-defined idea existed of what campaigning within the context of Tanah Papuan society could mean. The distinctive element of campaign activities needs careful consideration in a society were 'everything' is called 'campaign', and where the exact outputs and outcomes of such events are often unclear. FOKER's effectiveness is greatly influenced by how the organizational entities function and cooperate. The effectiveness was negatively influenced by various organizational 'issues': too much focus on the main town Jayapura, FOKER behaves as an independent NGO instead of a network, Steering Committee weak. FOKER's position in society is still strong and holds good potential to strengthen its position in the near future.
efficiency	* how the results stand in relation to the effort expended; comparing inputs with outputs, how economically inputs are converted to outputs; whether the same results could have been achieved in another way; to what degree do the outputs achieved derive from efficient use of financial, human and material resources	 	How economically activities were executed in relation to the outputs is unknown as insufficient indicators were available to judge on this aspect. The organization is going through turbulent times which obviously influences the efficiency of the work. Several procedures, for instance on finances, in combination with job uncertainty creates an unhealthy work atmosphere at the secretariat that in general does not allow for motivated staff, and thus for an efficient approach of the work.
impact	* the changes brought about by the project, positive and negative, planned and unforeseen, seen in relation to target groups and others who are affected	 	As a logic consequence from the previous conclusions, FOKER's impact is limited when strictly looking at how proposals were prepared and what changes were aimed at. The impact on the ultimate target group, traditional communities, is virtually absent. The focus on mainly like-minded organizations and governmental sectors can be seen as a blessing in disguise as the ground for improving FOKER's position, and strengthen impact based on the good name of FOKER is still present.
sustainability	* an assessment of the extent to which the positive effects of the project will still	 	The results leave little room for discussion; based on FOKER's results no long-lasting impact in society is expected. FOKER's strong profile is potentially more 'sustainable'. Based on this

		continue after external assistance has been concluded		profile FOKER should be able to attract new and more funding and secure the existence of the organization for three to five years.

Summary of Recommendations

project

design
* *synchronize wording written proposals and reports, with logical framework*
  The confusion that appeared from the written document indicates that the distinction between the goals, the position of indicators and the difference between output and outcome are not well understood. This needs clarification and improvement as the documentation forms the basis for any work that follows.

* *focus geographically and thematically*
  It is recommended that FOKER, in cooperation with RFN, defines core areas of work, while still looking for ways to be the voice of 'all' Papuans. Similarly, the great variety of topics and challenges can impossibly be dealt with by FOKER or its participants. A clear choice has to be made.

positioning: tone of voice and unsubstantiated information
* *include solutions in projects, prepare more focussed and less elaborate proposals*
  In combination with other recommendations (organization: positioning and broadening) it is advised that besides the analysis of the indeed difficult situation in which many Papuans live, a more proactive approach is chosen in which solutions play a prominent role.

  It is recommended that more to the point proposals are developed that clearly describe the specific situation of the project. This needs to be done in a broader context, but also in a more coherent way, and the most essential references need to be mentioned.

gender perspective
* *implement gender perspective only when backed-up by sufficient resources and right programmatic embedding*
  It is recommended that FOKER, in close consultation with RFN, makes a clear choice on how to approach gender perspective. The way FOKER pays attention to the subject -just mentioning participation of women in FOKER's activities- is not in line with the broader definition of gender perspective. The outcome of a discussion on how to approach gender perspective, and other issues relevant for society at large, may well mean that a separate project is being developed.

monitoring and evaluation
* *keep track of developments, apply lessons learned*
  It is recommended that a basic system is developed and implemented through which lessons learned are analysed and the results of such analysis are applied. Such system should involve both the role and responsibilities of RFN and FOKER. The lack of a good yet simple monitoring and evaluation system hampered the organization to learn lessons from the yearly activities of each project period, and similarly to learn lessons from each entire project period.

* *define link policy improvement with impact on the ground*
  It is recommended that, in combination with other recommendations (design, generic terminology), the generic characteristic of 'policy improvement' is defined in more detail and that the link of such improvements are substantiated at community level.

campaigning
* *reconsider campaigning in Tanah Papua*

    It is recommended that in case campaigning remains an activity of FOKER, and lobby and advocacy are still part of a campaign, a proper vision exists of what campaigning in Papuan society means. What campaign elements have an impact on Papuan society? Is campaigning in Papuan society anyway a right approach? What does advocacy mean beyond the level of 'meeting' governmental or political representatives?

generic terminology
* *better define target groups and campaign*

    It is in general recommended that more attention is paid to defining certain elements within the cooperation. Several elements within the cooperation between RFN and FOKER were described in very generic terms, such as 'target groups', 'stakeholders' or 'campaign'. Such generic terminology didn't allow for the description of proper indicators. To start with, target groups and campaign require attention.

organization

institutional improvement
* *make resources available that strengthen FOKER as an organization*
* *focus on limited set of immediate actions*

    It is recommended that resources are made available that can be used to work on institutional improvements, either they be organizational or technical (e.g. internet disfunctioning). It is advised that RFN plays a role in this process. The functioning of the organization FOKER is directly linked to how project activities are implemented. Similarly, the observed 'unrest' amongst the staff can only be dealt with if the staff is part of the process that should lead to a better positioned and stronger FOKER.

    It is recommended that a limited number of actions are undertaken in 2014 in order to book 'quick' results that in turn will motivate Steering Committee, staff, Regional Coordinators and participants to take subsequent actions. The following is such set of three issues: (1) financial sound management, (2) managing expectations role secretariat and participants, (3) organize three in-house meetings in a relatively short time-span (several months) with some external experts to improve the design of documents, to create focus on FOKER's work area and the issues it is dealing with, to position monitoring and evaluation firmly within the organization, to address the present organizational structure, to stimulate cohesiveness internally, and to strengthen FOKER's image externally.

* *focus on immediate action, not on organizational charts*

    It is recommended to implement recommendations in a flexible way. Designing new organizational charts appears to be an attractive activity while they rarely reflect real needs, and are seemingly always 'too big' for what is actually needed, or possible based on the financial situation. It is recommended that the Master Plan 2013 - 2028 is shared with RFN, after which it is briefly checked for its relevance. Most elements in the plan are relevant, but they need some sort of reality check to see what elements indeed can be implemented and that will contribute to FOKER's development on the short term. Potentially the follow-up of this evaluation can be combined with elements from the Master Plan.

* *reconsider position and relationship Steering Committee and Secretary Executive*

    It is recommended that the position of and relationship between Steering Committee and Secretary Executive are reconsidered. The Steering Committee is not functioning properly. A crucial step in such process is the evaluation of the statutes. Next to this procedural step, the working relationship between committee and Secretary Executive (and secretariat in general) needs improvement. Such

sensitive steps potentially require external legal and 'process' advice.

* *reconsider functioning Regional Coordinators*

   It is recommended that the position and functioning of Regional Coordinators is evaluated. In the process towards improvement of the relationship between the FOKER secretariat and its partners the Regional Coordinators should play a crucial role, for instance in their function as liaison between FOKER and the participants. This role needs to be strenghthened in order to create more trust between 'Jayapura' and the regions. It is advised that Regional Coordinators do not hold other positions within the FOKER organization. Next, financial compensation for the coordinators needs to be reviewed, in particular to see if this is functioning well.

positioning and broadening

* *analyse position and profile > strengthen position and profile*
* *make use of FOKER's potential as an independent NGO at provincial level*

   It is recommended that FOKER makes a brief analysis of how to build on its position and profile with a small group of external advisors (other NGOs, media, corporate sector, government) in order to get input on how to rebuild and strengthen its position, and to explore possibilities of fulfilling a more independent NGO role at provincial and national level. The latter should be done in close consultation with FOKER's participants.

strengthening the network

* *focus on core group of participants*

   In order to strengthen the network and FOKER's role as voice for NGOs it is recommended that a brief analysis is made of what NGOs are still active, which active NGOs are still willing to participate in the FOKER network, and how such core group can strengthen its position, and that of FOKER, in order to better fulfil its mission. Such analysis should also look at how lobby and advocacy work can be better linked with the implementation of field projects and their expected results by participants.

* *broaden the network, corporate sector*

   It is recommended that those who have to act according to laws and regulations on natural resource management are targeted as well. FOKER (and RFN) operate in a relative comfort zone of like-minded NGOs and governmental agencies. An obvious new partner in this respect is the corporate sector. Options are to directly create a relationship with companies that are, or are willing to become, active in Tanah Papua. Issues like a sustainable use of natural resources and the position of local communities are more and more becoming the domain of the corporate sector as well.

   Another option is that FOKER, or better one or more of its participants, become engaged in commercial activities that are directly connected to local communities and natural resource management. To get full benefit of the involvement of NGOs with farming, commodities and entrepreneurship it is recommended that NGOs, coordinated by FOKER, strive for an up scaling of their involvement with such initiatives, away from the merely charity approach towards a full business approach.

prepare for new fundraising

* *develop fundraising policy, clarify role Steering Committee and Secretary Executive*

   It is recommended that a basic fundraising policy is developed. It should be clear within such policy with whom the mandate for fundraising lies, Steering Committee or Secretary Executive. At present the statutes are rather confusing on this subject and this needs to be sorted out first.

1 Introduction

1.1 history and structure FOKER

history

Forum Kerjasama LSM Papua (Cooperating Forum of NGOs Papua, FOKER) was established in August 1991 by eleven NGOs, six church organizations, and academics from Manokwari as a network organization of NGOs. The founding of FOKER was a result of discussions amongst activists that already started two years prior. The background of these discussions and eventually the founding of FOKER should be seen against a growing interest of the Indonesian authorities for the rich natural resources of Tanah Papua, while, in the eyes of the group of activists, the traditional inhabitants of Tanah Papua were marginalized.

FOKER's role evolved over the years as the number of participating NGOs grew. What started as a network organization (coordination, information sharing) gradually changed into an advocacy organization with a growing number of staff. This development was by some of FOKER's members criticised as the fear arose that FOKER would become an NGO on its own, focussing on legal issues and independent from its members. Still, the number of member NGOs ('participants') grew to over 100 and another task was added to FOKER in 1999, capacity building for NGOs. In FOKER's strategic Plan 2006 - 2010 five main fields of interest were described: (1) policy advocacy, (2) capacity building regional NGO's, (3) network information centre, (4) research and development, (5) improve capacity FOKER secretariat. For the period 2013 - 2028 a Master Plan FOKER LSM-PAPUA was developed. The process towards this master plan started in April 2013. Two (draft) versions of the plan are circulating (one from September 2013, one from October 2013). This plan has not yet been shared with RFN.

From the start FOKER has received financial support from a wide range of institutions such as the European Union, USAID, HIVOS (Netherlands), ICCO (Netherlands), UNDP, OXFAM (Australia), NZAID, World Bank, Siemempuu (Finland) and various national Indonesian NGO's. At present RFN is the only donor for FOKER.

structure

FOKER's organizational structure consists of several layers. The highest decision making body is the *Pertemuan Partisipan FOKER* -PPF, Participants Meeting FOKER- that is held every three years and during which decisions are taken on the course of the organization. At the PPF the members of the Steering Committee and the Secretary General are chosen. The Secretary General is responsible for the implementation and day to day management of FOKER's workplan, office and staff. The Steering Committee oversees the work of the Secretary General and has a mandate in some cases to interfere with the daily management as executed by the Secretary General. The roles and responsibilities between Steering Committee and Secretary General are laid down in statutes (see appendix 1). At present (2012) FOKER has 110 member participants (see appendix 2). In the past this number has been higher (appr. 160). The number of active participant organizations is several tens.

Approximately ten staff are working at the FOKER secretariat in the town of Waena. Next to staff for financial, administrative and human resource issues, the core focus of the work of FOKER is on the following topics: (1) Women, Gender and Children, (2) Healthcare, HIV and AIDS, (3) Governmental Functioning, (4) Law and Justice, and (5) Traditional Communities. These main topics are dealt with by so-called Pokja's -working groups- and are chaired by a staff member, or a Regional Coordinator.

The area of work of FOKER, the two Indonesian provinces of Papua and Papua Barat, is divided in five work regions: (1) North, (2) Cenderawasih Bay, (3) Bird's Head, (4) Mid Mountains, and (5) South. FOKER is represented in the regions by their Regional Coordinators.

vision and mission

In 2010 FOKER's vision was described as,

> 'The realization of fair, peaceful and democratic socio-cultural, political, legal, economical and nature structures for the indigenous people, both men and women in Papua.'[1]

followed by four missions,

1. 'Facilitate capacity building of NGO participants of FOKER based on an integrative approach, to encourage the strengthening of institutions and organizations of indigenous people;
2. Strengthening the presence of FOKER as a forum to network and conduct a critical review and public policy advocacy;
3. Developing an information and documentation centre to support programmes and strengthening institutional capacity for public policy advocacy;
4. Garner support locally, nationally and internationally for the implementation of the programme.'[2]

1.2 history cooperation FOKER - RFN

A first contact between RFN and FOKER was established in 2007. At that time FOKER received funding from EIA-United Kingdom and Siemenpuu-Finland for the project '*Save the People and Forests of Papua*'. As the funding from these two international partners was not sufficient there was a need to fill the gap. RFN anticipated on a proposal by FOKER that was already prepared for EIA and Siemenpuu. In order to comply with changed policies within RFN -Papua was a new target area- RFN started collecting information on Papua in general in order to become acquainted with future projects in Tanah Papua. IUCN Netherlands Committee was contacted as they had been supporting FOKER as well, and a Norwegian Jakarta-based consultant was invited to provide additional information on Papuan society.

Part 1: 2008

The project was called '*Study of Conflicts in the Management of Forest Resources*' within the campaign '*Save the People and Forests of Papua*'. Its aim was to map and analyse the conflicts related to forestry concessions and management in Papua and West Papua provinces. The idea was to develop background documentation to be used for campaigning and advocacy in Indonesia and internationally the following years, as there was a lack of systematic documentation on the threats in the forest sector against the rights and livelihoods of the people of Papua and West Papua provinces.

Part 2: 2009 - 2012

RFN and FOKER signed a contract for three more years of support (2009 - 2011), and the new project was called '*Selamatkan Manusia dan Hutan Papua - Kampanye dan Advokasi Pengelolaan Sumberdaya Hutan Berkelanjutan*' (Save the People and Forests of Papua - Campaign and Advocacy Sustainable Management of Forest Resources), with the following purpose:

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1 Terwujudnya tata kehidupan sosial budaya, politik, hukum, ekonomi, dan *alam* yang adil, damai, dan demokratis bagi masyarakat adat baik laki-laki maupun perempuan di Tanah Papua

2 1 Memfasilitasi penguatan kapasitas LSM partisipan Foker dengan mendasarkan pada pendekatan integratif, untuk mendorong terjadinya penguatan lembaga adat dan organisai rakyat

2 Memperkuat keberadaan Foker sebagai forum jaringan untuk melakukan kajian kritis dan advokasi kebijakan publik

3 Mengembangkan pusat informasi dan dokumentasi untuk mendukung program-program penguatan kapasitas kelembagaan dan advokasi kebijakan publik

4 Menggalang dukungan pada lingkup lokal, nasional dan internasional untuk pelaksanaan program

'Strengthening the capacity of indigenous communities and civil society organizations in seven *adat* regions and five of FOKER's regions to protect their land and natural forest using local indigenous knowledge and the REDD mechanism.'

The project was extended for one more year and supported by RFN in 2012 as well.

Part 3: 2013 - 2015
In 2013, RFN and FOKER signed a contract for a new project of three years. This project is called '*Advokasi Kebijakan: Perlindungan dan Penguatan Hak-Hak Masyarakat Adat Papua*' (Policy Advocacy: Protecting and Strengthening Traditional Papuan Community Rights). The purpose of the project is to achieve laws and policies that better protect, recognize and benefit the people of Papua and West Papua provinces.

funding amount
The amount of funding as stated in the contracts between RFN to FOKER for 2008 was NOK 752.167 (€ 94.021,00), for 2009 NOK 1.468.000 (€ 183.500), for 2011 NOK 1.700.000 (€ 212.500), and for 2012 RPH 2.480.000.000 (€ 225.000). In the new 2013 - 20215 proposal a contribution of RPH 14.500.000.000 is requested from RFN (€ 467.000), on a total budget for three years of RPH 14.500.000.000 (€ 960.000). The actual spending has been somewhat below these figures.

1.3 purpose evaluation

From the ToR:
'The main purpose of the evaluation is to learn from past and current activities, processes and achievements of FOKER's work and to receive advice for the future. The evaluation has the following objectives:
- To assess the relevance, effectiveness, efficiency, impact and sustainability of the RFN supported FOKER' project(s) in Papua and West Papua provinces.
- To provide an overview of the strengths, weaknesses, challenges and gaps in design and implementation of the RFN supported project(s), and recommendations for how weaknesses can be addressed.
- To provide an overview of strengths and weaknesses of FOKER's organizational structure and internal management, and recommendations for how challenges can be addressed.'

1.4 evaluation methodology

From the ToR:
'The evaluation will include a combination of a review of FOKER project documents, field travel, key informant interviews, focus group discussions with FOKER staff and member organizations as well as interviews with other key stakeholders. The methodology to be adopted during the evaluation should include:
- Literature review: project documents, reports, advocacy materials and news articles;
- Interviews and discussions with FOKER steering committee members and staff at FOKER's secretariat;
- Field visits to meet and discuss with FOKER member organizations and community members in Papua and West Papua provinces;
- Interviews and discussions with local government institutions and academics;
- Presentation of findings: The evaluation team shall facilitate a workshop where the preliminary findings of the evaluation are presented to key persons in FOKER. This will give FOKER the opportunity to provide feedback and for the evaluation team to validate findings;
- The writing of a final detailed report with recommendations, including an executive summary.'

37 documents were studied prior and during the evaluation, incl. the ToR (see appendix 3). In the ToR four key topics were put forward: (1) project and activities, (2) project management and implementation, (3) organization and structure, (4) FOKER and RFN partnership, in combination with 12 questions on these topics. These topics and questions were used as a guiding principle for the preparation of a list of 53 questions by the evaluation team that were used in the interviews (see appendix 4). 49 persons were interviewed individually and 28 persons participated in Focus Group Discussions. Some of these latter were also interviewed individually. Interviewees represented steering committee and staff of FOKER (16), NGO's (26), politicians and governmental agencies (5), the media (1), the private sector (10) and the church (2) (see appendix 5).

The evaluation team met five times in Papua (Jayapura) to prepare for interviews and regional visits and to share information on the collected data. Reports were made by each individual team member on their visits to the regions. The information shared during the evaluation team meetings and as summarized in the individual reports provided input for the final report that was prepared by Marc Argeloo.

1.5 composition evaluation team

The evaluation team consisted of three persons.

Els Tieneke Rieke Katmo (lecturer at UNIPA (*Universitas Negri Papua*, Manokwari))
   Els studied 'Gender' at the University of Indonesia, and did research on the relation 'women and environment'. She did her university research on Kamoro women in the southern lowlands and studied ecological changes of the Carstensz ecosystem in the highlands of Tanah Papua. She has contributed to various gender studies (e.g. UNDP, West Papua Province). At present she works for the Agricultural Department, particularly Agribusiness, at the UNIPA University of Manokwari, West Papua Province. She is preparing to take her PhD on 'Gender and Development' in Flinders University, Australia.

Muayat Ali Muhshi (independent consultant, Jakarta, Indonesia)
   Muayat studied Forest Resource Conservation at Bogor Agriculture University. He has worked for five years as Executive Secretary for the Multi-stakeholders Forum on Community Forestry and has six years experience as a National Coordinator for the Consortium for Supporting Community Forestry. He worked as a researcher on forestry issues in various places throughout Indonesia (e.g. Kalimantan, Walhi and World Resource Institute; Java, Environmental Service Program USAID; Analysis and Review Provincial Regulations Papua No. 21/2008 and No. 23/2008, Samdhana Institute).

Marc Argeloo (independent consultant, Amsterdam, Netherlands)
   Marc studied Biology at the University of Amsterdam and since has been working in staff, management and board positions with various organizations, such as WWF and BirdLife Netherlands. He got involved in development work on New Guinea in 1995 (Indonesia). He evaluated projects for various organizations and the private sector, such as WWF, BirdLife International, IUCN and Shell, in Indonesia and neighbouring Papua New Guinea. He published several articles and one book on Tanah Papua.

1.6 Tanah Papua in a nutshell

Tanah Papua
Tanah Papua is a name commonly used that refers to the two Indonesian provinces of Papua and Papua Barat. These are the two easternmost provinces of Indonesia, and form the western half of the island of New Guinea. Tanah Papua measures 415.000 km² and has 3.600.000 inhabitants (2010). It has the same size as Germany and Ireland combined, while the number of inhabitants equals that of the city of Berlin

only. From the west -the Raja Empat Islands- to the southeast -the town of Merauke- Tanah Papua measures 1.580 km, while from Merauke in a straight line up to the north coast to the biggest town, Jayapura, takes 720 km.

Tanah Papua is often referred to as a final frontier. It is one of the least inhabited and most pristine regions of the world. It is originally inhabited by several hundreds of different tribes with different languages, often still living under challenging conditions and very much relying on what nature offers. This situation is changing rapidly since approximately three decades. Many newcomers from densely populated other Indonesia islands are trying to build up a new life in Tanah Papua. Around 2010 the number of these transmigrants outnumbered the number of original Papuans.

infrastructure

Due to its low number of inhabitants, endless swampy lowlands and mountain ranges reaching 5.000 m the infrastructure of Tanah Papua does not allow for easy access to all places. All major cities, such as Jayapura, Merauke, Manokwari, Sorong, and Fak-Fak, are only connected by plane or boat. This makes traveling time consuming, and in some cases expensive.

political situation

Tanah Papua was part of The Netherlands until 1963. A disputed 'Act of Free Choice' formed the basis for the integration of Tanah Papua into Indonesia in 1969. This step still lies underneath regular outbursts of violence between Papuan activists, that do not accept the integration of Tanah Papua within the state of Indonesia, and the Indonesian army, causing the death of both soldiers and activists.

natural resources

Tanah Papua is extremely rich in natural resources which are demanded globally like timber, eaglewood, nickel, gas and gold. Next, local communities rely on natural resources such as timber (building, cooking), birds, fish and mammals (proteins) and sago (starch). The global demand for natural resources is putting great pressure on Tanah Papua, and the presence of the private sector is evident throughout the region. Tanah Papua's rich natural resources lie at the root of how society will evolve over the coming decades.

differences in society

The contrasts between city people -Papuans and newcomers alike- and remote, traditional living communities are enormous. Whereas rapid developments take place in the densely populated and rapidly growing urban areas, many of the remote, original communities lack even the most basic services such as healthcare, clean water and schooling.

human resources

Finding qualified and motivated staff is major challenge for many organizations in Tanah Papua. The number of young people that for instance finish university in Tanah Papua successfully is substantial. Many organizations invest in such young talent by offering them scholarships and in many cases a contract afterwards. The NGO face a specific problem within this context. Once they have invested in young and new staff a large part of these new employees leave the organization within a few years in search for a more stable position with in most cases the government. This drain of talented young people forms a major obstacle for the development of NGOs in Tanah Papua.
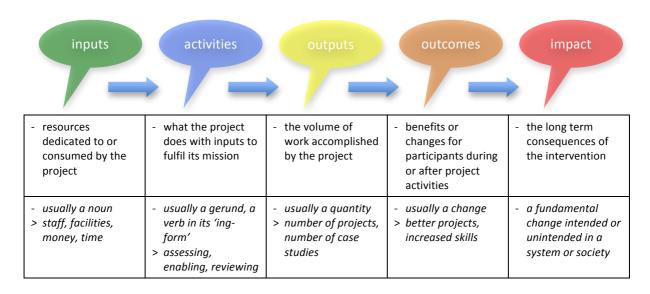
1.7 acknowledgements

and accommodation, and prepared the meetings in Tanah Papua. We are very grateful for their help in making the necessary arrangements.

We also would like to thank the representatives of FOKER we have met during the evaluation in individual interviews and Focus Group Discussions. Similarly, we would like to thank the great number of persons representing FOKER participants, the government, the media, the church, and the private sector who were greatly willing to share their thoughts with us on FOKER.

2 Evaluation Findings

Evaluation findings are presented along seven main evaluation criteria: (1) design and implementation RFN supported projects, (2) relevance, (3) effectiveness, (4) efficiency, (5) impact, (6) sustainability, and (7) organizational structure and internal management. Commonly used terms in such approach are inputs, activities, outputs, outcomes and impact. These are defined as follows (based on the Kellogg Logic Model):

inputs	activities	outputs	outcomes	impact
- resources dedicated to or consumed by the project	- what the project does with inputs to fulfil its mission	- the volume of work accomplished by the project	- benefits or changes for participants during or after project activities	- the long term consequences of the intervention
- *usually a noun* > *staff, facilities, money, time*	- *usually a gerund, a verb in its 'ing-form'* > *assessing, enabling, reviewing*	- *usually a quantity* > *number of projects, number of case studies*	- *usually a change* > *better projects, increased skills*	- *a fundamental change intended or unintended in a system or society*

2.1 design and implementation RFN supported projects

ToR questions

> What is the evaluation team's assessment of the quality of the formal project documents and FOKER's capacity to formulate them?

summarized

+ straightforward, yet somewhat complicated format + improved application of certain aspects (e.g. indicators)	- prepared documents not in line with format - highly confusing wording in majority of documents, lack of geographical focus, lengthy documents, negative tone of voice

ToR questions

> To what degree is the gender perspective integrated into project design and implementation?

summarized

+ verbally included in most documents	- mainly approached as a 'women's issue'

format quality

* **straightforward, yet somewhat complicated**
   Throughout the different periods of cooperation clear and relatively straightforward formats for proposals, contracts and reports were used by RFN. Two packages of documents formed the administrative framework of the cooperation: (1) application formats and (2) reporting formats. These were respectively split up in (1) a narrative application, a work plan and a budget, and (2) a narrative report, a work plan report and a financial report. The contribution of these written

materials towards efficiency, effectiveness and impact of the cooperation is described under these headings respectively.

proposals, contracts and reports
* *confusing, yet improving*
* *much unsubstantiated information*
* *master plan 2013 - 2028 available, not yet approved(?)*
* *mainly negative tone of voice*

2008

The strength of a solid, yet easy to grasp administrative framework relies on how consistently such framework is applied in practice. The first project proposal, May - December 2008, didn't follow the format that was developed by RFN. It was a lengthy document, including various tables and graphs and an extra document that served as a 'guiding' document. The large amount of information, with a lot of repetition, in the end didn't contribute to its readability, and as such to getting a grip on where the project was heading to. According to several interviewees, the time pressure was high to get this proposal submitted in time and according to the prescribed format. The prescribed format contained 41 different categories that required information.

Furthermore, this project was mainly referred to by RFN and FOKER representatives as being a study within the framework of a campaign. However, when looking at the various documents on this project a rather confusing impression appeared. Several goals on different subjects were mentioned in the various documents of this seven month project, summarized: (1) improving policies on forest and community issues, (2) improving the quality of life of local communities, (3) research and documentation results available on forestry developments and problems in Tanah Papua. As such, the scope of this short project looked much broader than just a study, and the relationship between the research element and the campaign was unclear.

When comparing the budget that was provided separately from the proposal, it appeared that activities in the proposal were not in line the separate budget document. Similarly, the focus on research as expressed verbally by many involved was not reflected in the budget as most of the budget was reserved for two main issues: (1) 'strengthening civil society', and (2) 'multi stakeholder consolidation in Papua'. Overall, words and figures on similar topics in the various documents differed substantially.

2009 - 2012

The somewhat confusing impression of how the first project was put on paper appeared to be illustrative for the projects that followed. As with the 2008 prescribed format, the 2009 - 2012 format consisted of several tens of items that needed to be filled in. Another application was required for each year. The following examples are exemplary for the rather chaotic appearance of how for instance goals, indicators and activities were described.

The proposals and reports for 2009 - 2012 were shorter and more in line with proposed formats, including tables of which results, indicators, activities and assumptions were part of, though still showed substantial variation in between and within the documents. In the narrative report of 2009, which was the first year of the second cooperation (2009 - 2011), the general goal (*tujuan umum*) was identical to the general goal of the first cooperation in 2008. However, the general goal of 2010 and 2011 was entirely different, much more simplified and actually described as an activity. In 2012 the general goal had changed again (see appendix 6).

Something similar was found when looking at documents that were dealing with one specific year. When comparing the general and project goals (*tujuan khusus*) in the proposal for 2009 with the subsequent narrative report for 2009 the position and wording of the goals changed regularly (see appendix 6).

A similar pattern arose when looking at the project goals in between different years. Whereas the 2008 and 2009 narrative reports showed well defined and similar project goals, the project goals for 2010 and 2011 were mainly activities while no explanation could be found for such change in the original proposal. A similar situation was found in the work plans and the work plan reports of 2009, 2010, 2011 and 2012. The numbering and positioning of goals, expected outputs and activities changed throughout the documents which made it difficult to read and understand the documents. The changing perceptions and wording did not allow to instantly get a grip on where the project was heading to.

In the 2009 - 2012 proposal a new topic was introduced, REDD (Reducing Emissions from Deforestation and Forest Degradation). The inclusion of REDD in the project should result in the preparation of local communities in seven traditional regions to make use of the 'REDD mechanism' in order to protect their land and forest.

2013 - 2015

The prescribed format for this period had seemingly changed. The number of prescribed items turned out to have decreased and a table with indicators, activities and assumptions was added. The written part was lengthy and made a similarly confusing appearance as the previous proposals. The proposal for this three year project focussed on policy improvement related to mainly three specific regions: Merauke, Paniai, Fak-Fak. This focussed geographical approach was more or less abandoned in another paragraph when it was stated that all indigenous Papuans in seven traditional regions, covering the whole of Tanah Papua, were a target group of this project.

The policy improvement aimed at should benefit local communities in various ways such as facilitating access to and control over land, and should pay attention to gender issues. Indicators were included in the proposal and a brief stakeholder analysis was made. The relationship with the previous projects was not clarified.

Master Plan 2013 - 2028

In 2013 a Master Plan for FOKER had been prepared. The lengthy plan is the outcome of intensive sessions facilitated in many cases by external moderators with participants, partners, and key figures in Papuan society. It describes various aspects of FOKER and its work, for instance the relationship with the participants, the organizational structure, monitoring and evaluation aspects, and financial aspects. The plan was presented to the evaluation team in two different versions. This plan had not yet been shared with RFN.

indicators

Indicators are essential elements when tracing the development of projects and programmes. Where indicators were virtually lacking in the 2008 proposal and work plan, this had drastically changed in the 2009 - 2011 and 2012 proposals and work plans, and the 2013 - 2015 proposal. A large set of indicators were part of the proposals for these years. The 'signal' function of indicators for outputs and outcomes show if projects and programmes are on track. Despite the progress made in the usage of indicators it appeared that the application of the indicators in the proposals, followed by the reports for 2009 - 2012 was sometimes difficult to understand. Similarly as with the changing wording in the documents on goals, outputs and activities, the positioning and description of indicators changed between and throughout documents, though to a much lesser extent compared to goals, outputs and activities.

geographical focus

All documents mention several geographical regions were FOKER and / or the projects are active. From the whole of Tanah Papua -the Indonesian part of New Guinea consisting of two provinces (Papua Barat and Papua)- to four or seven *Wilayah adat* (Traditional areas), to regions in general (e.g. South or North), to administrative units such as provinces and regencies. Next, in some cases a

specific issue in a specific region, such as MIFEE in the south or gold mining in Degeuwo in the western highlands, was highlighted.

long list of names and unsubstantiated information
Most of the documents, in particular the proposals, contained long lists of names of (partner) organizations and a substantial amount of information on specific situations, in most cases on the negative impact of corporate sector activities. The relevance of this information was often difficult to judge, nor were sources or references provided that could substantiate the claims. For instance, the cooperation with or the actual influence of the activities of the corporate sector, and the long list of partners and donors was rarely described within the context of the actual project.

tone of voice
FOKER is active in a region were tensions in society are high. These tensions have different backgrounds -political, ethnic, historical. To a great extent they can be traced back to how natural resources are used and how these contribute to the well-being and welfare of people. Within that respect land right issues are evident. On top of that, Papuan people in many cases lack access to good health-care, or good education. Many documents related to the cooperation between FOKER and RFN, including the ToR for this evaluation, describe the difficulties Papuans are confronted with. Commonly used words are 'problems', 'conflicts', or 'discrimination'. It appeared that hardly any -if at all- solution focussed goal or activity was part of the cooperation between FOKER and RFN and that the documents mainly reflected the problems Papuans face.

use of generic terms
Many essential terms in the documents lacked a proper definition. 'Target groups', 'campaign', 'lobby and advocacy', and 'policy improvement' were used regularly while it was unclear for instance at what audience they were targeted, what precise activity was meant with it, or what indicator showed if a certain activity related to such generic issues was effective or not.

gender perspective
* *mainly a summing up of activities in which women participated*
Gender perspective was mentioned in the 2008 proposal under 'dynamics internal organization'. A brief general statement was made titled 'gender equality and justice' which described the importance of the role of women in society, and the relationship between men and women in general in which marginalization, violence and unequal sharing of workload should not occur. The UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was referred to. In a few occasions the existence of working groups dealing with gender issues was mentioned, such as the strategic FOKER partner 'Kelompok Perempuan Arfak' (Women's Group Arfak), and FOKER's own working group Pokja hak-hak perempuan (Working group on women's rights). Both the general statement and the mentioning of working groups were not followed by practical steps and indicators on desired results.

The format provided by RFN in 2008 for reporting consisted of a question referring to gender issues: 'Does the project embody the participation of women and men or do barriers exist that hamper participation based on gender?'. The report on 2008 contained a brief general paragraph on gender issues based on the question that was part of RFN's reporting format (see above). It was stated that women were enthusiastic during Focus Group Discussions or in interviews, in particular to support the campaign Save the People and Forest of Papua. This was followed by a general remark on the importance of the forest for women (collecting medicines, food, and as source of information that could be transferred to their children).

In the 2009 - 2011 proposal no specific attention was paid the gender perspective. As with the 2008 proposal the existence of women's groups was mentioned (e.g. 'key institution Solidarity Papuan Women') and the same question as in 2008 was part of RFN's format for reporting. The reporting by

FOKER on 2009 showed a similar general description of where and how women have been involved in some of FOKER's activities. This ranged from the participation of women in congresses and workshops, to kindergarten kids and high school students joining a festival on the environment.

The proposal for 2010 and 2011 did not specifically pay attention to gender perspective. In the report for 2010 the same question was included as in the report of the two previous years ('Does the project embody the participation of women and men or do barriers exist that hamper participation based on gender?'). As with the previous two years the involvement of women and in general gender issues were described broadly and mainly showed how women participated in FOKER activities. The formation of women's groups in Fak-Fak, Sorong and Jayapura was mentioned, including some of their farming activities. A general remark was made on FOKER's role on 'looking after gender equality and justice' without further specification.

In the 2011 report another question referring to gender perspective was included: 'The extent to which the project (programme, if relevant) considers the perspective of gender within the contract period'. A short explanation was provided on the various activities in which women participated (meetings, dialogues, training).

The proposal for 2012 paid no specific attention to gender perspective, other than mentioning the participation of women in Focus Group Discussions. In the report for this year the question that was used in 2008, 2009 and 2010 reappeared. Again, women were mentioned participating in various activities without specifically mentioning how this contributed to strengthening the role and position of women (seminars, workshops, campaign). Similar as in 2010 FOKER's role was described as 'looking after gender equality and justice' without further specification.

The proposal for 2013 - 2015 mentioned the importance of gender equality and justice. An indicator was included on governmental policies that were developed, specifically mentioning gender.

2.2 relevance

the extent to which the project conforms to the needs and priorities of the target groups, as well as in relation to protection of indigenous peoples' rights and forest protection in Papua and West Papua provinces (source ToR evaluation)

ToR questions

> Given the sensitive political context in Papua and West Papua provinces, how is FOKER able to defend the interests of its target groups?

summarized

+ involvement RFN clearly justified	- unclear definition and positioning target groups
+ political context no obstacle	- not 'all' players in society involved
	- no attention paid to other 'context' besides political

relevance and position target groups
* *different target groups insufficient described and positioned*
Access to land, resources and forest by traditional communities is seen as a, if not the most crucial element in the cooperation between RFN and FOKER. Within this approach such access is directly linked to the well-being of traditional communities. RFN justifies its role as follows (source: Rainforest Foundation Norway, Strategy 2008 - 2017, Revised 2012):

> '*The world's rainforests have been inhabited for hundreds or even thousands of years. Most rainforest areas have been used by forest-based communities, show signs of human intervention,*

and are subject to claims of collective ownership or user rights by indigenous and local communities. The amazing biological diversity of the rainforest has coexisted with, and at times been stimulated by, human occupation and traditional management practices. We believe that the peoples who over generations have developed their cultures and societies in interaction with the highly complex yet vulnerable ecosystems of the rainforest have fundamental rights to these areas.

Recognition of collective owner or user rights is not in itself, however, a guarantee for sustainable management of natural resources, nor for social development in line with local aspirations. RFN's experience shows that close cooperation with local communities in order to meet material needs, strengthen cultural self-confidence, and develop the capacity to handle external pressure is often necessary for the development of long-term solutions that are both environmentally and socially sustainable.'

Based on this citation, and other, similar documents, it is obvious that the main target group is traditional forest communities. How far the project conforms to the needs of the 'target groups' in general -as cited from the ToR of this evaluation- also depends on how different target groups are defined and how their role is perceived in relation to the 'main target group', traditional communities. Papuan society is composed of different groups, such as traditional communities that rely largely on natural resources, communities that partly rely on traditional forest use in combination with newly introduced farming practices (e.g. cacao, coffee, palm oil), newcomers from other parts of Indonesia (both in rural communities as much as in urban areas), and city people in general. A dynamic situation exists in which people change roles and positions within Papuan society. Many Papuans no longer, and less and less, practice a behaviour that can be described as traditional. It was noticed in the context of this evaluation that several NGO representatives that are in close contact with local communities stated that many within such communities would not be against a situation where they would give up their traditional lifestyle and their 'connection' with the forest in return for for instance better housing, medical service and schooling. *Lepas hutan* -let the forest go- was a commonly used phrase in such situations.

relevance in society at large
* *limited involvement 'all' players in society*
The relevance of the cooperation between RFN and FOKER, and the focus on traditional communities as the ultimate target group should be seen against a highly complex background. The region where RFN and FOKER cooperate is characterized by, for instance, great differences between city people and traditional communities, abundant natural resources, limited infrastructure and tension in society. As shown in the previous paragraph on design and implementation the approach of the cooperation between RFN and FOKER has been broad, including different subjects such as policy improvement, improving welfare of local communities and documenting forestry and community issues, while at the same time has been focussed on two main actors in society, the NGOs themselves and the government. Hardly any views were expressed on the role of for instance the corporate sector, except that they were mainly seen as having a negative impact on the lives of traditional communities, nor on the great number of (urban) Papuans that no longer live according to traditional customs. Though the difficult position of many traditional groups is beyond discussion, the relevance of the project seemed to have been defined within a relatively narrow framework, leaving out a potential (positive) role of other actors.

The needs and priorities of traditional communities and their access to land and resources thus appeared to be described in a somewhat 'stand-alone' situation, surrounded by a highly dynamic society. These dynamics have been well described for instance in a document that was used for the preparation of the cooperation between RFN and FOKER (source: Environmental and Socio-Economic Baseline study - Papua, Indonesia, NORAD):

'This does not mean that the present situation will not change. For the time being local identities

remain rooted in their tie to the land. But as Christianity introduced an extremely important modification of traditional identities before, so integration into the market economy with its global values will inevitably bring further modifications. As traditional people elsewhere in Indonesia, Papuans will at some stage come to see their forests and lands as commodities, whose values should be maximized.'

It appeared that such dynamics were insufficiently taken into account. The right of traditional communities to have control over and access to land they have been exploiting for ages is mainly described as a moral right. Additional motivations to strengthen the position of local communities have not been substantiated. The position of local communities could for instance be improved by gaining better access to commodity markets, or by focussing on better education for Papuans resulting in better equipped communities in discussions on land issues.

FOKER and the political context
** FOKER present in part of Papuan society*
FOKER representatives seemingly moved freely within the region of Tanah Papua. Contacts with the political elite are plentiful and in general good. As described before, main contacts seem to exist with fellow NGOs and governmental and political representatives. Within this arena FOKER is seemingly not obstructed to defend the interest of its target groups. The political context, however, is just one context in Tanah Papua. Investors, in particular large ones, and the army and police are other elements in Papuan society that play a crucial role in how this society evolves. It appeared that FOKER has limited access to and contacts with these players. FOKER has positioned itself in a relative 'comfort zone'. Senior staff of FOKER was well aware of its position and expressed its interest to broaden its network and sphere of influence.

2.3 effectiveness

the extent to which the purpose has been achieved, and whether this can be expected to happen on the basis of the outputs of the project (source ToR evaluation)

ToR questions

> To what degree did FOKER and its members / partners possess the necessary capacity to carry out the research and documentation work in the early stages of the project?
> What is the evaluation team's assessment of the advocacy that has been carried out?
> What is the evaluation team's impressions of the added value of the two Save the People and Forest of Papua congresses organized by FOKER in the period covered by the evaluation, as expressed by participants and documented by post-congress material?
> What is the role of the *koordinator wilayah* in project implementation? How has this position worked with regards to its intended function?

summarized

- long list of activities	- in general confusing approach with limited outputs
- new NGO networks have surfaced	- disbalance in perception of functioning FOKER
	- FOKER's role on REDD unclear
	- results congresses and campaigning overall unclear
	- FOKER's effectiveness influenced by weak relationship with regions, disbalance in attention main town Jayapura versus regions

	- FOKER moved in direction independent NGO instead of network coordinator and facilitator

2008 - first stage, research
* *confusing approach, outputs -still- unclear*

FOKER's work in 2008 that was supported by RFN is mainly referred to as 'research'. As mentioned in chapter 2.1 on design and implementation, the proposal, contract and underlying documents described a much broader approach. Whatever the precise scope of the 2008 project was, no final report was available. It is therefore not possible within the framework of this evaluation to compare the impression of the interviewees with what has been achieved -on paper- in 2008.

According to the narrative report of 2008 various meetings were organized by FOKER to discuss the methodology, guidelines and geographical scope of the research part of the project. The same report mentions visits by a research team to more than ten places and institutions as part of the research. The same report refers to a film that has been produced and broadcasted at several places in Papua, the rest of Indonesia and some other countries. This film was produced with funding from another donor and was finished shortly before the cooperation with RFN started. In general no information was available on indicators regarding the research or the film, such as the number of viewers, or responses to the film.

Despite the lack of indicators or a final report on the research, some interviewees stated that the research was too broad without sufficient focus on issues relevant for traditional communities. It was seen as collecting general information that lacked depth. The comments from the interviewees differed from the narrative report in several respects. Whereas the report mentions consultation with various stakeholders in different places to prepare for the study, several interviewees said that in regions without a Regional Coordinator the Secretary Executive directly appointed researchers without regional consultation. Those interviewees familiar with the preparation and implementation of the research said that researchers were not asked for a track record on conducting research.

Several respondents expressed their frustration that so far no results of the research had been made available, nor that it is clear who is responsible within FOKER for this project.

2008 - 2012: from inputs to outputs - reports versus opinions
* *conflicting written and verbal comments*

Within the various documents the formulation of the goals changed regularly (see appendix 6). Next, the reports of 2008 to 2012 showed a great number of activities, from lobby meetings with government officials, workshops, focus group discussions, embassy visits, lobby letters prepared, posters printed and distributed, NGO coordination meetings organized, to films made and shown. These 'changing' goals and long list of activities made it difficult to determine outputs and outcomes, and thus to describe effectiveness. It appeared that a logic connection between goals, input and activities, followed by outputs was lacking. This is for example illustrated by the narrative report 2012 which holds an overview of 'results' from 2008 to 2012. A large majority of 'results' are actually activities that have been executed (consultations, meetings, letters written, documents produced, etc.) while they are not described in relation to the goals. The narrative reports in particular give the impression of a very active organization, though it was difficult to see who within FOKER has been responsible for what activities, leading to what outputs. This is of importance as different representatives of FOKER -SC, SE, Regional Coordinator, participants- play different roles and have different responsibilities.

Despite the long list of activities that have been executed since 2008, the opinion of a majority of interviewees gave a rather opposite impression. Most of the interviewees referred to 2001 as the most successful year, if not the only one. Without hardly an exception the *Otsus* (Special Autonomy Law) of 2001 was mentioned as the main success of FOKER, followed by specific laws such as No. 23

on community rights over land use in Papua. The interviewees were not able to mention other successes, and in fact stated in many cases that FOKER had become less relevant as of 2001. These opinions were equally shared by interviewees from Jayapura and those in the other regions of Papua.

REDD as a new issue
* *exploring the surface of a highly complicated topic*
In the proposal for 2009 - 2012 a new issue was introduced. In the goal of the document this was described as, 'Strengthening the capacity of indigenous communities and civil society organizations in seven *adat* regions and five of FOKER's regions to protect their land and natural forest using local indigenous knowledge and the REDD mechanism'. The introduction of the REDD mechanism to protect forest is a highly complicated issue. It requires in-depth knowledge of an approach that is still not yet widely applied globally. Most of the REDD activities described remained 'on the surface' of the subject (interactive dialogues, lobby and campaigning on the subject without further clarification, assessment and analysis). The result of FOKER's interference with this subject remained limited as the narrative reports described some superficial observations (e.g. preparation provincial regulation), while at the same time a task-force 'Low Carbon Development Papua' was already active. It was concluded by FOKER that the provincial government was not yet prepared on this subject. The subject had disappeared altogether in the 2012 narrative report, nor was it included in the proposal for 2013 - 2015.

congresses
* *lively congresses with unclear follow-up*
Two FOKER member meetings were organized where the FOKER participants met and decisions were taken on the goals, direction and activities of the organization. The Secretary Executive is also chosen at these events. They are named *Pertemuan Partisipan FOKER* -Meeting Participants FOKER- and are the highest decision making body. The first one was held 19-21 November 2009 in Jayapura and the second members meeting was held 27-29 September in Manokwari. They were attended by approximately 200 participants, though some sources mention substantially more attendants (up to 500). A declaration was prepared at the end of each meeting. Both meetings were combined with a congress on the campaign *Selamatkan Manusia dan Hutan Papua* (Save the People and Forests of Papua). The combination of meetings and congresses draw a lot of media attention (radio, newspaper articles) and were used as a means of campaigning by FOKER as well (T-shirts, mugs, bags, a song).

When comparing the 'lively' impression of the congresses with the opinion of the interviewees for this evaluation, a similar perception arose as with the previous paragraph. The 'high dynamics' of the congresses were in the eyes of many participants not sufficiently followed-up, if at all, by practical steps. The congresses looked more like a show-off of FOKER without practical follow up. This impression was widely shared by interviewees in Jayapura, and during the three visits to Merauke, Manokwari and Nabire. For instance, they expressed a lack of indicators with which consecutive, practical steps could be implemented and measured. Various comments stated that no connection existed between the study done in 2008 and how the results of that study could have been used to provide direction for future actions at the congresses. Similarly, for various interviewees it was unclear how the results of the first congress were used to measure progress towards and at the second congress.

campaigning in Tanah Papua
* *campaign did not necessarily influence position remote local communities*
* *one of many 'campaigns' in Tanah Papua*
* *scope and sphere of influence unclear*
Campaigning was the main activity of in particular the 2008 - 2012 period ('*Save the People and Forests of Papua*'). Target groups in this campaign differed. While it was obvious that the final

beneficiaries of the campaign were the local, traditional Papuan communities, it remained unclear how campaign activities and materials in the end contributed to improving the livelihood of local communities, and how 'intermediate' target groups should facilitate this. Organizing and implementing campaign activities such as newspaper articles, the production of campaign materials (mugs, stickers) is relatively easy and straightforward, and leaves an impression of an active organization. However, it remained unknown how such activities influenced decision makers, let alone how, and if, the results reached the local communities. No clear indicators were present on how these activities created change at the appropriate level on the mid-long term (four to six years).

The campaign may have contributed to general awareness of forestry and traditional community issues. These issues are regularly receiving attention in local newspapers, while the introduction of mugs and stickers is an approach that is commonly applied by many NGOs. Distinctive characteristics of FOKER's campaign, in a sense that this campaign stands out compared to awareness activities by other players, could not be found.

The geographical scope of the campaign was similarly unclear. Again, while the local communities were the ultimate beneficiaries, a substantial number of activities were executed outside Papua, and even abroad. Such activities are not clearly justified in how they relate to the ultimate goal, or for instance how they contribute to the functioning of FOKER as an organization.

The majority of interviewees questioned if the campaign has been able to reach the local communities. The impression surfaced that FOKER had moved more in the direction of a lobby organization while it was unclear how that related to the original idea of a campaign, and how such lobby activities could -indirectly- benefit local communities.

participants functioning at local level
* *limited and unclear role FOKER towards regional NGOs*
* *development regional NGO's independent from role FOKER*
* *differing expectations lobby work FOKER versus field work local participants*
FOKER is a network organization with more than 100 participants, and several tens of partners. When looking at the goals of the cooperation between FOKER and RFN, the contracts for 2008 and 2009 - 2011 and one narrative report (2009) strengthening civil society organizations in the region is apparently a key issue (see appendix 6). The goals in the applications and other reports are less clear on this subject, or define strengthening of civil society organizations at the (lower) level of project goals. This is the more relevant as the perception lives, particularly with the participants, that FOKER has a role to support its participants through trainings, advice and finances.

All four visited sites -Jayapura, Merauke, Manokwari, Nabire- have active networks of NGOs. The majority is small, while the bigger NGOs may run more than ten projects and hold -exceptionally- several tens of staff. Most of the visited NGOs were FOKER participants and a small part was a partner. It appeared that (nearly) all regional NGOs functioned independently from the FOKER secretariat. Actually, most of the interviewees in the region expressed strong criticism towards FOKER for not receiving any form of support, particularly financial. Occasionally, a regional training organized by the FOKER secretariat was mentioned, but overall the impression appeared that limited support was offered by the secretariat to the regional participants. This was supported by various statements of interviewees who saw the long list of FOKER's participants just as a means of attracting (foreign) funding for the secretariat. This uncomfortable feeling amongst a large majority of participants of FOKER was particularly directed towards the communication between FOKER and its participants. Outputs and outcomes could simply not be discussed as they appeared to be 'non-existent'.

In a few occasions cooperation between the FOKER secretariat and local participants was mentioned. FOKER staff irregularly paid visits to the region at the start of a new activity and after a short period these contacts became less and in the end stopped ('after two months' was regularly mentioned).

The same interviewees mentioned that after such short period of contact at the initial phase of an activity no follow-up was provided by the secretariat on for instance monitoring. In a few occasions FOKER facilitated and supported the founding of local organizations. These localized results could be seen as a step towards reaching local communities as the ultimate beneficiaries of FOKER's work. In 2011 through the help of FOKER the following organizations were supported for instance in with legal issues. These were *Dewan Adat Daerah Baliem* in Wamena (central highlands), *Dewan Adat Baham Mata* in Fak-Fak (southwest coast), and the DPMA SHYMA in Sorong (Bird's Head).

Altogether, the participants play an important intermediate role between FOKER ('Jayapura') and local communities. The expectations of the roles of the secretariat and the participants (local NGO's) was by both parties in many occasions not clear. This included issues like fundraising, implementation of field work and lobby and advocacy. It was insufficiently clear how the interaction between lobby and advocacy work of FOKER, and the implementation of field activities by participants were related and how they for instance strengthened each other.

FOKER's perceived 'absence' in the regions does not mean that NGO work is coming to a stand-still, on the contrary. In some regions new networks of NGOs have been formed, such as in Merauke (*Jasingang*), while many NGOs remain active despite their lack of funding. The majority of the activities of these NGOs are focussed at direct needs of communities on for instance education, healthcare and agriculture. Lobbying activities of these NGOs towards for instance the regional authorities are sparse.

role Regional Coordinator
* diffuse image
The view on the role and position of the Regional Coordinator varied substantially amongst the interviewees. This person was seen as a facilitator (without a clear definition of what to facilitate), an active lobbyist at the regional level, and as the responsible person for the implementation of FOKER projects. In one occasion a member of the Steering Committee of FOKER representing a specific region was also seen as the Regional Coordinator by all interviewed in this region. Some confusing statements were made regarding the financial compensation Regional Coordinators received from FOKER. It was said that 'no compensation was received at all', and that 'monthly compensation (operational costs and an 'incentive') was provided upon the delivery of a monthly report'.

NGO-FOKER or FOKER-NGO?
* confusion over role FOKER; coordinator for NGOs or NGO on its own?
A constantly reappearing issue was the impression the interviewees had of FOKER's role and position. This was expressed by the commonly used phrase 'NGO FOKER or FOKER NGO?'. FOKER is seen by its participants as a facilitating organization that has its function in maintaining and coordinating the network ('FOKER-NGO'). The majority of the interviewees have FOKER seen drifting away from its coordinating and facilitating role. In their eyes FOKER has become an NGO in itself, actually competing with is participants ('NGO-FOKER'). In the eyes of some FOKER was actually making misuse of the presence of the NGOs on FOKER's short list of participants. Such list was only used by FOKER to attract funding abroad.

Jayapura versus the regions
* activities FOKER biased towards populated Jayapura region
An important indicator for the effectiveness of the organization is how the different layers are communicating and cooperating. As FOKER is a network organization the relationship between the Steering Committee, the Secretary Executive, the Regional Coordinators and the participating NGO's is very important. Looking at the number of activities that were initiated by FOKER, and that took place in the four 'geographical regions' were FOKER is active (Jayapura, Papua, Indonesia, globally) many of the interviewees in the regions were of the impression that FOKER's activities biased

towards the major city of Jayapura. Five of the nine Steering Committee members come from Jayapura and surroundings, the provincial authorities of the biggest province, Papua, are based here, and many international NGOs and donors hold office in Jayapura. Though the number of activities organized by the FOKER secretariat (meetings, workshops, seminars, etc.) could not precisely be quantified, the following information was compiled out of the annual narrative reports 2008 - 2012 (table 1). The number of activities in Jayapura, Indonesia and abroad outnumber the number of activities that were organized in 'Papua, except Jayapura' (36 to 31). When realizing that the activities organized in 'Papua, except Jayapura' were spread over at least seven other towns and places this 'disbalance' becomes even more prominent.

table 1. activities organized by FOKER 2008 - 2012 (seminars, workshops, lobby meetings, etc.)

where	number of activities	remark
Jayapura	18	
Papua, except Jayapura	31	mainly Manokwari, Merauke, Nabire, Fak-Fak, Sorong, Biak, Supiori, Sarmi
Indonesia, except Papua	10	
globally, except Indonesia	8	

2.4 efficiency

how the results stand in relation to the effort expended; comparing inputs with outputs, how economically inputs are converted to outputs; whether the same results could have been achieved in another way; to what degree do the outputs achieved derive from efficient use of financial, human and material resources (source ToR evaluation)

ToR questions

> Is the FOKER head office in Jayapura sufficiently staffed to manage the project?

summarized

+ active organization…	- …but efficiency difficult to define
	- poor communications secretariat - regions
	- some essential procedures not transparent
	- staff in uncertain position

efficiency inputs to outputs
** active organization, but efficiency difficult to define*
The RFN resources used by FOKER can roughly be divided into two categories: facilities (office) and staff time. Staff time was mainly used for meetings (e.g. lobbying, coordination with participants, campaign preparation), for the preparation of specific activities (e.g. workshops, research), and for the production of specific (campaign) products (e.g. stickers, mugs, posters,). The outputs from these activities varied substantially and a general overview of these outputs was not available, nor could they be linked with proper and sufficient indicators. This is essential as such information could be used to see if the effort expended indeed lead to the desired results in an efficient way.

The impression exists, particularly based on the annual reports, that the number of activities executed was high. However, the characteristics of the activities varied widely. Arranging meetings with civil servants requires different resources and activities, compared to the production of stickers for the '*Save the People and Forests of Papua*' campaign. Again, in order to 'measure' the efficiency of how these outputs have materialized in relation to the effect they have caused requires the usage of a logical framework by which a better impression of efficiency can be acquired. Outcome

indicators, such as the number of politicians that have changed their opinion based on the campaign, or the number of villagers in remote areas that are influenced by policy changes is not known, and as a consequence the efficiency with which (potential) results were booked remains vague.

human resources and daily office practices
* *inefficient communications secretariat - regions*
* *some essential processes within organization unclear*
* *staff in uncertain position*

The FOKER office in Jayapura (Waena) is staffed by approximately ten persons. The observed deficiencies in project design and effectiveness are logically reflected in how the FOKER secretariat is functioning, and vice versa, an insufficient functioning organization is will have difficulties in fulfilling its obligations.

Communications between the secretariat and regional representatives and participants is essential. The (lack of) communications between FOKER and the regions was strongly criticized by a large group of interviewees. Recently, the new Secretary Executive (chosen September 2012) started visiting the four regions, outside Jayapura. Still, the Secretary Executive is 'just' one position within the organization and the efficiency of the cooperation between FOKER and its partners also relies on the services the secretariat as a whole can offer. The positions fulfilled after the level of Secretary Executive appeared to be vague. Besides 'logistical support' to the Secretary Executive (arranging meetings etc.) the remaining organization seemingly lacked a solid structure, for instance on financial issues and in relation to supporting the regions.

Financial matters were dealt with on a somewhat ad hoc basis by a competent yet somewhat junior staff member, without the presence of a senior financial officer. Though daily financial issues were seemingly handled properly, some staff expressed their concern over how finances were handled in the recent past, as a relic of the way this has been done under the previous Secretary Executive. It was stated that expenditures until 2012 were mainly, if not only, done by the former Secretary Executive, without the back-up of a solid financial department or senior staff member.

Some senior staff members have been present within FOKER for several years. Their focus is very much on the content of the organization, i.c. with the main target group, the traditional communities. Despite their focus as regards content, views were expressed by them on the urgent organizational needs. These needs varied from practical issues such as the lack of a good internet connection, to creating a more solid, and above all transparent organization. The previous Secretary Executive was seen as very dominant on organizational issues (finances, appointing staff) and in relation to the day to day lobby and campaign work. On top of that, it appeared that most of the staff worked on a (partly) voluntary basis, not having received wages for a substantial amount of time (up to several months), while funds was apparently available. The general atmosphere was somewhat laid-back, tensions were tangible, yet with sufficient potential for improvement.

The efficiency of the organization was obstructed by several factors: (1) a lack of transparency in financial issues, (2) unclear organizational structure, (3) uncertain future with regards to funds, (4) a recent past were responsibilities were not delegated from the Secretary Executive to senior staff.

2.5 impact

the changes brought about by the project, positive and negative, planned and unforeseen, seen in relation to target groups and others who are affected (source ToR evaluation)

ToR questions

> What is the impact of the project activities towards the indigenous communities of Papua and West Papua provinces?

summarized

+ FOKER has a strong profile, potential impact	- impact as consequence poor design and limited outputs meagre

impact towards local communities

* *hardly any impact as consequence of the lack of clear outputs and outcomes*
Outputs are key elements that define the success of a project. As can be seen in the previous paragraphs, a systematic overview of how the outputs initiated outcomes, and in the end impact, and the other way around, on what inputs and activities the outputs were based was not present. If the views and opinions as expressed in the reports and by the interviewees are taken together (research, campaign, lobby, congresses), in combination with FOKER's role towards Regional Coordinators and participants, a picture appears of a set of limited outputs, and thus limited impact.

Local communities participate, mainly indirectly through their organizations, in the FOKER congresses and are represented in the regional networks of NGOs. These are mainly procedural roles and a substantial number of interviewees doubted if the campaigning activities and the strong focus on policy issues at mainly national and provincial level would ever have a positive impact on the people on the ground.

On top of that, the (desired) outputs are not part of a logical framework. As the findings on impact are a logical consequence of in particular the design of the projects, followed by the effectiveness of the activities, the impact on the ultimate target group looks meagre.

position FOKER and potential impact

* *limited side effect of little impact*
FOKER is mainly operating within the networks of other NGOs and governmental agencies. Despite the strong criticism expressed by many directly involved or connected with FOKER this criticism is mainly expressed within this relative narrow circle of like-minded persons, organizations and institutions. The existence of FOKER as such was in most cases beyond discussion. And as the network hasn't expanded to other actors in society yet, besides the two mentioned, little harm, if at all, has been done to the general, still positive perception of FOKER's position in Papuan society.

* *potential impact present*
It was beyond discussion that FOKER's name is still strong and a great majority of interviewees saw FOKER play a role in the near future. It thus appeared that FOKER still has (potential) impact. The prudent positive attitude amongst a part of the interviewees on the newly elected Secretary Executive, the interest by some former senior persons within FOKER and the great number of active participant organizations hold sufficient ground for improvement of FOKER's functioning.

2.6 sustainability

an assessment of the extent to which the positive effects of the project will still continue after external assistance has been concluded (source ToR evaluation)

summarized

+ strong image foundation for future role	- hardly any long-lasting effect results
+ proven track record of previous fundraising	

results

* *no long lasting effect results, general profile however strong*
Based on to what extent FOKER's activities have resulted in output, and subsequently outcomes, it is unrealistic to expect a long lasting effect of the results. When looking at the great number of activities that have been undertaken over the past years it is fair to say that FOKER has acquired an

established name in society that will guarantee a positive profile for the years to come, however, this is not based on its results. No exit-strategy appeared to be in place by which, for instance, other organizations or institutions could build on the results -if- booked by FOKER.

organization and network
* *partner NGOs already in independent position from FOKER*
In case external assistance comes to an end it is expected that FOKER will face difficult times. An exit strategy is lacking and FOKER is simply trying to attract new funding. This opportunistic approach has proven to function well for many years, though it is doubted if this will last longer. FOKER's income has gone down over the recent years. This was caused by a decrease in the number of foreign donors, and by a decrease in the amount of funding FOKER received from each donor. At present RFN is the only donor of FOKER.

The impact of such step for the regions is relatively limited as the relationship between FOKER and the regions had already become less intense over the past three to four years. NGOs in the regions have positioned themselves very much independent from FOKER and in some cases influential NGOs are no (longer) participating member of FOKER. This situation is somewhat different from the region around main town Jayapura where FOKER mainly has been active. Here, despite some other NGOs fulfil a similar role as FOKER, FOKER's absence -in case- will certainly be felt.

financial
* *realistic potential to attract foreign (funding)*
* *opportunistic fundraising*
RFN was the only donor of FOKER at the time of the evaluation. A withdrawal from RFN will thus have severe consequences. A substantial number of interviewees saw a role for FOKER in attracting (foreign) donors. This is a realistic option. FOKER has proven to attract substantial funding in the recent past. It needs to shape up its organizational structure and functioning before such role can be taken on again.

The fundraising policy of FOKER has been rather opportunistic. The previous Secretary Executive was strong in approaching potential donors and his role fitted well in an ad hoc kind of fundraising. Until a few years ago FOKER could even appoint some 30 staff. No policy was in place in case of a (unexpected) decline in the amount of money fundraised. NGOs in Tanah Papua in general appoint staff on a project basis and once funding comes to an end, staff is simply fired. As a consequence, employees regularly shift from one NGO to another.

3 Organizational Structure and Internal Management

ToR questions

> What is the role of the steering committee? How is the steering committee functioning with regards to its intended role?
> What are the strengths and weaknesses of the organizational structure, decision-making structures and structures and routines for following up and implementing decisions?
> How are the internal routines for monitoring and evaluation functioning?
> How is the cooperation between RFN and FOKER functioning? What kind of assistance / follow-up from RFN would be most helpful?

summarized

+ dedicated and motivated staff	- potential conflicting roles Steering Committee and Secretary General
	- policies staff appointment not transparent
	- decision making process unclear and biased
	- no proper monitoring and evaluation in place
	- communications RFN - FOKER sometimes under pressure

staff
* dedicated and motivated, often on voluntary basis
Besides structural and managerial aspects of FOKER's functioning, the staff of FOKER is highly motivated and dedicated. Many positions that are normally occupied by paid staff are fulfilled on a voluntary basis, such as some coordinators of working groups (Pokja's).

interaction Steering Committee versus Secretary Executive
* theoretical and practical role SC versus SE differ substantially
* weak financial control

roles and responsibilities as described in statutes
From a day to day management perspective, the interaction between the Steering Committee and the Secretary Executive is of crucial importance. The roles and responsibilities of both bodies are laid down in the statutes of the organization. The key tasks of the Steering Committee are described in the statutes under Article 15. In particular paragraph 2 of this article describes the roles and responsibility of the Steering Committee, for instance towards the Secretary Executive (version 2012, see table 2).

table 2. main tasks Steering Committee (from statutes, version 2012)

a	To formulate, together with SE, operational policy provisions for 'Meeting Participants FOKER' (PPF).
b	To supervise the SE in the form of an annual performance appraisal.
c	To give recommendations to the SE for recruitment and dismissal of staff secretariat FOKER.
d	To conduct 6-monthly internal audits.
e	To propose, If deemed necessary, an external audit conducted by an independent auditor.
f	To ratify the budget plan proposed by SE.
g	To conduct coordination meetings with the region and / or participants in the district / cities.

| h | SC and SE can lobby for funds for the benefit of the network. |
| i | SC can take the initiative for the organization of a special 'Meeting Participants FOKER' (PPF) to choose a new SE in case of permanent absence of the SE. |

On paper the role and responsibilities were clear. However, according to the majority of interviewees in all four regions visited, in practice this turned out not to function well. Comments varied from general statements that 'in the (recent) past communications between Steering Committee and Secretary Executive was not functioning well' to very outspoken criticism on the 2009 - 2012 Secretary Executive in particular. The role of the Steering Committee shifted, according to a former Steering Committee member, towards a simple administrative function of receiving and reading reports without any hands-on role in controlling the executive office and searching for improvements. This concerned aspects like the spending of funds and the assignment of new staff.

At present the former Secretary Executive -2006 - 2012- has been appointed chair of the Steering Committee in September 2012. This situation was criticized by several interviewees as, in their eyes, this could cause a conflict of interest. The statutes seem not to be adequate to avoid such situation to take place.

financial responsibility
In general between 2006 and 2012 the mandate on the spending of the funds gradually became the sole responsibility of the Secretary Executive. Between 2009 - 2012 funds were mainly supervised by the Secretary Executive, without interference of the Steering Committee. This also involved the spending of funds for visits by the Secretary Executive to other countries. According to various former Steering Committee members and participants, the shared responsibilities on financial issues by Steering Committee and Secretary Executive, as described in the statutes, was often discussed between Steering Committee and Secretary Executive but the outcome was never in line with how this subject was formulated in the statutes. The accountability of the organization more and more shifted in the direction of one position, the Secretary Executive. At present a financial department or senior financial expert is lacking in the organization.

organizational structure and decision-making structures
* *position Steering Committee weakened, position Secretary Executive strengthened*
* *decision making process biased*

From a day to day management perspective three layers within the organization are of key importance: the Steering Committee, the Secretary Executive and the office staff. On paper the relationship and decision making role and responsibilities between the main layers of the organization looked clear. However, the distinction between the responsibilities of the Steering Committee and the Secretary Executive are in some cases vague. Both Steering Committee and the Secretary Executive are elected by the *Pertemuan Partisipan FOKER* -PPF, Participants Meeting FOKER, which provides them to a certain extent with a similar mandate, despite their roles and responsibilities are laid down in statutes (see paragraph 'interaction Steering Committee (SC) versus Secretary Executive (SE)'). The impression arose that the function of the Steering Committee had weakened, while the Secretary Executive had assumed more and more responsibilities and decision making mandate.

A substantial number of interviewees expressed their concern that over the past few years decisions were mainly taken by the Secretary Executive without consultation with members of the Steering Committee or with (senior) staff. This caused a lack of coherence within the organization, from the more strategic level between the Steering Committee and Secretary Executive, as much as at the work floor between Secretary Executive and staff.

While the Secretary Executive has the main responsibility for the day to day management of the organization, the Steering Committee has a role in various management issues as well, such as the

appointment of staff, the supervision of the Secretary Executive and the approval of budgets. Despite their role is sometimes described as 'recommending', or 'proposing' their influence also depends on how individual Steering Committee members are filling in their statutory role and interfere with the decision-making process. It appeared that regular Steering Committee meetings are not taking place, at least during the last few years. In particular the regional Steering Committee members are somewhat frustrated about this situation as the members from the north (Jayapura and surroundings) are logistically in a much better position to meet with other Jayapuran Steering Committee members, as much as with the office staff. Official Steering Committee meetings that were announced were mostly visited by a few members, particularly those from the north.

staff assignment
* ***great fluctuations in number of staff without transparent selection criteria***
* ***indication of 'cronyism'***
  A similar development as described under the previous paragraph took place with the assignment of new staff. Between 2005 and 2008 another major foreign donor strongly advised FOKER not to appoint more than ten staff in total. After the cooperation with this donor came to an end the number of staff of FOKER between 2009 and 2012 rapidly rose to 30, after which it went back to approximately ten again. As a consequence of such temporary increase in staff FOKER was more and more being seen by its member NGOs as an NGO in itself instead of facilitating a network of NGOs.

  Next, the process of selecting and appointing staff during this period was regularly criticized. Instead of looking for capable and competent persons it was explained that candidates were searched for in a small inner circle of the SE. One interviewee, who had an influential position in the organization in the past, even mentioned that FOKER was suffering from 'cronyism' in the recent past.

  A strong longing to 'better times' arose when people were shedding a light on the near future of FOKER. Former key persons in the organization spoke out that they were certainly willing to re-think a position or role within FOKER but wanted to see changes first.

monitoring and evaluation
* ***in practice no monitoring and evaluation system in place***
  In two of the five annual reports (2008 - 2012) a brief paragraph on evaluation and monitoring was written (2010, 2011). In July 2010 FOKER had invited 35 representatives of local communities and participants to evaluate the results of FOKER's work during a two day session. A separate document on this evaluation meeting with for instance goals and methodology applied was not available. The outcome of the evaluation was a list of six strongly varying achievements that were indicative of progress made in various fields. No recommendations were made on how FOKER's work or that of its participants could be improved, as would have been expected from an evaluation.

  In 2011 Focus Group Discussions were organized by each Regional Coordinator. A total of 50 representatives were present at these Focus Group Discussions. They were called 'assessments' and were meant to discuss how the campaign '*Save the People and Forests of Papua*' was developing. As with the evaluation of 2010, the result was a list of four achievements that were indicative of progress made in various fields without recommendations.

  Prior to the cooperation between RFN and FOKER an external evaluation was held as part of the cooperation between FOKER and a former donor of FOKER, HIVOS from the Netherlands. Despite this 2007 evaluation falls outside the ToR set for the present evaluation the results are worth taken notice of. In appendix 7 a summary of the results of this evaluation is presented.

working groups - pokja's
* ***unclear role and position of working groups***
  Pokja's or working groups have been in existence for a long while and are active on various issues. They are chaired by a FOKER person that coordinates activities and communicates with participants

and external persons and institutions. The existence of these working groups appeared as something that has always been there, irrelevant of developments in Papuan society or the financial position of FOKER. It was unclear how the working groups actually contributed to the expected results of the organization or the participants. Some working group coordinators received no financial compensation.

cooperation RFN - FOKER
* *regular changes RFN staff involved in cooperation*
* *communications between RFN and FOKER not fluent*
* *RFN: a 'flexible partner'*

Important elements in the cooperation between RFN and FOKER are the exchange of information through documents as presented earlier in this report (proposals, reports), and the regular visits of RFN staff to Tanah Papua (approximately three to four times / year). The majority of contacts take place between the Secretary Executive of FOKER and a senior staff member of RFN. Throughout the period of cooperation (2007 -2013) two Secretary Executives of FOKER have been active, of which the first one was in charge from 2007 to September 2012, when the new one was elected. Within RFN staff positions involved in the cooperation have changed regularly. Five staff members have been involved directly in the cooperation where the present employee became responsible for RFN's work in Tanah Papua in January 2012.

It has been difficult since the start of the cooperation for RFN to get a good picture of the activities and general functioning of FOKER. This was for instance caused by the difficulty of meeting with the previous Secretary Executive. It appeared that meetings between the previous Secretary Executive and a RFN employee were cancelled because of the sudden absence of the previous Secretary Executive. Problems with internet were recently put forward by FOKER as a reason why communications with RFN were hampered. A structural problem within the cooperation appeared to be the late submission of documents by FOKER to RFN (proposals, narrative reports).

In general, RFN was seen as a 'flexible partner'. This mainly referred to the open discussions that have been taking place between staff of FOKER and RFN, and the ease with which budgets could be shifted.

4 Conclusions

4.1 overall impression and general remark

NGO in complex society
* **high dynamics in society in a relative unspoiled corner of the world**
The work in Tanah Papua of governmental agencies, companies and civil society organizations alike is taking place in a society that one the one hand seems to have been unchanged for ages (vast areas of pristine nature, many traditional communities), while at the same time is showing a rapid development in certain areas (urban regions, locally rapid population growth of mainly non-Papuans, localized large scale industrial developments). At the same time, the infrastructure is, though improving, still limited.

One of the most important issues for all three main pillars in society (corporate sector, government, non-governmental organizations) is the difficulty of finding qualified staff. Most of the NGOs lack sufficient qualified and competent staff, while at the same time many staff chose for a career with the government after having spent some time with a NGO.

This high dynamic is taking place in a region that is rich in natural resources and this presence lie at the root of how Papuan society will evolve the coming decades. It is against this background that conclusions will be drawn and recommendations made.

It is obvious that FOKER's functioning holds some essential elements that are in an urgent need of improvement. This has been described in recent documents by external experts as well, and are not different from how other NGOs have evolved in Tanah Papua over the past decades. Still, this is no excuse to accept the shortcomings that lay at the root of this situation. Three conclusions stand out in a positive way and form the foundation for the recommendations that will follow.

a -still- solid basis
* **strong 'brand'**
* **active organization**
* **growing interest in a 'new' FOKER**
FOKER has a good name. It was beyond discussion for most of the interviewees that the role and position that FOKER is having is essential for the developments that lie ahead in Tanah Papua. FOKER is still seen as a key player in Tanah Papua, except that it has to reconsider its position and role as some key interviewees stated.

Despite the fact that the views differed amongst many of the interviewees, it seems clear that FOKER has been active over the past years in many different ways. Despite the fact that the activities have been biased towards the main town of Jayapura, and that the link of the activities with remote traditional communities has been weak or non-existent, the organization has proven to be able to deliver outputs, except that these were in most cases not part of a logical framework.

Some interviewees expressed their interest to become active for FOKER (again), for instance in the Steering Committee. Others, expressed their support for the new Secretary Executive, but made clear that it was also time for real changes and that these were expected to be visible soon.

two elements in the cooperation need attention:
design and implementation, and effectiveness
* **good logical framework required**
Design and implementation, and effectiveness are the main elements that need attention in order to overcome the shortcomings of the cooperation, and to build on the positive developments that have occurred since 2008. The foundation of the cooperation lies with a good logical framework in which

the various steps within the project are described. Poor formulation and the absence of a logic sequence from input to activities and output can be seen as a false start of the cooperation. Any shortcoming that occurs at that stage can impossibly be corrected at a later stage.

Outputs are the key element within the logical framework. Well-chosen outputs, based on input and activities in the logical framework, are the main contributors to effectiveness. In particular in a project that shows a substantial number of shortcomings it is best to focus on two main topics on the short term, instead of trying to fix everything at once. The 'learning process' towards an improved design, with relevant and realistic outputs, will also contribute to an overall improvement of the other elements.

4.2 design and implementation RFN Supported Projects

format
* *format makes sense but complicated; application weak*
  A great contrast was found between the prescribed document format from RFN and the way this was used in practice. Despite the format was relatively straightforward it was apparently difficult for FOKER to comply with this format. Despite the format looked logic, it consisted of a lot of different elements that in the end may have contributed to the confusing appearance of the final documents.

  Despite the inconsistencies some positive development is visible in how the documents have been prepared. Where the prescribed format was not used in 2008 and indicators were weak, or virtually lacking, the subsequent proposals and reports more clearly followed the prescribed format and indicators were added. Still, the regular changes in wording of the goals, and the fact that the numbering and positioning of goals, expected outputs and activities, and to a lesser extent indicators, varied throughout the documents made reading and understanding the documents sometimes a challenging exercise. In general proposals were (very) long, in particular the 2008 proposal. A lot of information was repeated, while lacking sources and references.

  Key conclusion is that a logical framework was not applied in the proposals. This also caused the difficulty of tracking progress throughout the entire period. In none of the subsequent documents was referred to previous results or 'lessons learned' in order to build on these experiences. Linking inputs with activities, the first step in a logical framework, was to a certain extent possible. The next step, from inputs to outputs became more difficult, after which the step to outcomes was virtually impossible. An improvement was visible when looking at the three main proposals (2008, 2009 - 2011, 2013 - 2015). Indicators were added and a table was used that summarized the desired results, indicators, activities and assumptions. Despite this improvement it did not lead to clear outputs and outcome. The comprehensive characteristic of the proposal format may have contributed to this.

proposals, contracts and reports
* *use of indicators has grown, but mainly described as 'activities'*
* *limited resources FOKER, large territory, spread-out population and some major issues need careful approach*
* *long list of names and unsubstantiated information*
* *black and white tone of voice hampers identification other partners*
* *use of generic terms allows for safe position in comfort zone*
  A gradual improvement of the use of indicators was found. Throughout the years the number of indicators in the proposals increased. Where the 2008 proposal lacked indicators, this had changed in the proposals that followed. The formulation of the indicators still holds -substantial- ground for improvement as many of the indicators were formulated as activities without indicating progress towards the desired goal.

It appeared as if the organization was struggling with defining its precise geographical focus. This shifted from a focus on three important issues in Tanah Papua (MIFEE / Merauke; gold mining / Degeuwo; Agropolitan / Fak-Fak) to 'serving' all Papuans. Differing 'geographical or administrative units' were introduced, without a description on why these were mentioned. It looked like as if FOKER was afraid of making a choice. The area is indeed immense with limited logistics. The desire to work for 'all' Papuans, represented by the large number of FOKER participants, may have hampered the organization to make a clear choice. Not choosing however, has negative consequences. Activities, and subsequent results will be thinly distributed, and impact will virtually be absent. In combination with the limited resources FOKER has to find a way to bring in more focus on where to work, while at the same time be seen as the organization that represents the voice of all Papuans.

Many documents, in particular the proposals, contained an enormous amount of information. It appeared as if FOKER was trying to impress a potential donor with a long list of partners in Tanah Papua and abroad, with technical terms of certain issues, and with a lot of background information on Tanah Papua's society. The relevance of this information for the cooperation with RFN or in relation to the project was often unclear, nor could this information be substantiated as sources were lacking. It would help both RFN and FOKER, and the project itself if more focussed, less elaborate documents are being prepared, including references were appropriate.

The justification of the cooperation between RFN and FOKER was by both partners described, particularly in the proposals, in a very black and white manner. Autochthonous Papuans were the victims and their position and that of Tanah Papua society in general was without exception described with words like 'problems', 'conflict', and 'discrimination'. The mind-set within which both partners cooperated showed no solutions or directions that would benefit local communities on the mid-long and long term, or that would initiate a process of which Tanah Papua's society at large would benefit. The difficult position within which the great majority of traditional Papuan communities be found is beyond discussion. This position forms an essential starting point for the cooperation between RFN and FOKER and has been justified in many ways. However, it looked like as if both parties were not able to look beyond such position. Within the cooperation a lot of emphasis was put on the role of NGOs and the government. How a potential role of other players or initiatives could look like, for instance that of the corporate sector or any -even small scale- more business type initiative, was nowhere part of the cooperation. This somewhat black and white proposition holds the risk of showing characteristics of a 'self-fulfilling prophecy'. There appears to be no light at the end of the tunnel.

The use of generic terms as 'target groups', 'campaign', 'lobby and advocacy', and 'policy improvement' actually allowed FOKER to elaborate extensively on what was meant with these terms and how they presumably contributed to reaching the goals. The lack of a proper analysis prior to the cooperation between RFN and FOKER on what was precisely meant with such terms allowed FOKER to relatively comfortably take a position within its comfort zone. A sharper definition of what was actually meant with these groups, approaches and goals could have helped RFN and FOKER in developing for instance better indicators, implement better monitoring and evaluation, and thus potentially achieve the desired results.

Master Plan 2013 - 2028
* *plan not yet shared with RFN*
* *somehow described an ideal organizational functioning*
An extensive plan for FOKER's development 2013 - 2028 was available in two slightly differing versions. This plan had not yet been shared with RFN and it was therefore no 'official' part of this evaluation. All key aspects of FOKER's future were dealt with, from organizational, financial, to the relationship with the participants. The plan gave the impression of a 'wish list' and while many aspects were logic in itself and potentially would contribute to strengthening the organization, the gap between how the organization functions at the moment and how it could according to the

Master Plan is substantial. It needs to be seen how realistic such theoretical model of a future FOKER will help the organization the years to come.

gender perspective

* ***basic participation of women in FOKER's activities does not contribute to gender perspective***

Throughout the entire period of cooperation between RFN and FOKER gender issues were mentioned briefly. Annual reports described activities in which women were involved without explaining how such involvement related to gender perspective. This is partly due to the lack of indicators that would have allowed to track developments and progress. On the other hand, highlighting gender issues does not differ from other (related) important aspects in Papuan society such as HIV/AIDS and the position of children. FOKER apparently focussed on campaigning, and lobby and advocacy, with a focus on land tenure issues and the use of natural resources (forests). Despite the crucial importance of gender perspective in these issues and Papuan society in general, adding issues, such as gender, may simply have been a bridge too far. Despite the relevance of the subject, as with HIV/AIDS and health care in general, the wish to deal with a broad spectrum of issues in a situation where resources are diminishing is difficult. The issue of gender perspective is assigned to a working group that primarily focusses on the position and role of women. However, these working groups seem to lack sufficient institutional support and mainly run on a voluntary basis. It actually exemplifies the desire to deal with a great number of issues while the institutional capacity and (lack of) programmatic focus hampers the fulfilment of that desire.

4.3 relevance

relevance for target groups and Tanah Papua's society at large

* ***relevance defined for certain part of society***
* ***position target groups insufficiently identified and described***
* ***FOKER in 'comfort zone', hampers potential other approaches***

It appeared that in the analysis made, both by RFN and FOKER, the local communities are victims, while the changes required to improve their living conditions are in the hands of others (companies, burocrats, decision-makers). The relevance of this project, as with many others by other organizations in Tanah Papua, was defined within such mind-set. Similarly, within the approach based on such mind-set two main actors played a key role, NGOs and the government. It appeared that the overall approach of the project didn't include other key players in society, and when it did other players were mainly seen as having a negative impact on traditional communities. The relevance of the initiatives to improve the living conditions of traditional communities may well be better served with a broader view on society, both towards the position of Papuans (traditional or 'non-traditional'), and for instance non-Papuans and the private sector. While the cooperation between RFN and FOKER in itself is relevant, both parties seem to be captured by a fixation on who the victims are and who to blame. Traditional usage and ownership of land plays a prominent role in discussions on land. Such moral right is often difficult to translate to a more legal system, though mapping such usage and ownership sometimes provide useful insights that can be used in lobby and advocacy. Other options are to gain a stronger position in the 'commodity market economy' which in turn strengthens the position of farmers and local traders.

The generic term 'target groups' in the various documents hampered a more tailor-made approach to the different target groups within the cooperation. It looked like as if a too strong focus on traditional communities left out the position and role of other groups to improve the situation of the traditional groups.

FOKER appeared to operate rather freely within the political context. Its main playing field is composed of other NGOs and the political and administrative elite. This is a relatively safe area

where a great number of like-minded persons and organizations operate. It seems equally relevant to explore 'other contexts' in Tanah Papua as the future of the region is not only defined by the political elite and NGOs.

4.4 effectiveness

effectiveness: the central theme

As previously described, effectiveness, in combination with design and implementation, is the key element that needs attention as a result of this evaluation. The conclusions on effectiveness are based on different characteristics of the cooperation. This can roughly be divided into four parts: (1) the difficulty in bridging inputs and activities with outputs, (2) differences in opinion between the written results and the opinion of interviewees, (3) the role of campaigning in Tanah Papua, and (4) the functioning of the FOKER network.

bridging inputs and activities, towards outputs

* *strong position in society as a precondition for more effectiveness*
* *a logical framework will contribute to FOKER's effectiveness*

Despite the great variety of activities of FOKER's can be seen as a proof of its influential role in society, the actual effectiveness of the organization and its work is difficult to judge. This leads to one of the main conclusions, in combination with design and implementation; the lack of a logical framework hampered tracking effectiveness. This already starts with the regularly changing goals in the various documents. Three main goals regularly came back in the various documents: (1) developing background documentation to be used for campaigning and advocacy in Indonesia and internationally, (2) strengthening the capacity of indigenous communities and civil society organizations, and (3) achieving laws and policies that better protect, recognize and benefit the people of Papua and West Papua provinces. The wording of these goals and their position within proposal and narrative reports changed (general goals, project goals), but these can be seen as capturing the aim of FOKER's work.

Effectiveness was difficult to judge as a consequence of the lack of coherence between input, activities and outputs. For 2008 the output of the cooperation should have been straightforward as research was the main activity for that period (see goal 1 above). A final report has still not been finalized. This holds the risk that information in the report can already be outdated, and, even more important, the publication of the results has potentially lost its momentum -five years after the research- for lobby and advocacy purposes.

The effectiveness with regard to goals 2 and 3 as mentioned in the previous paragraph has been limited. Civil society organizations expressed their lack of support from FOKER, let alone the indigenous communities they represent. The main policy result that was regularly referred to by a majority of interviewees was the *Otsus* regulation (special autonomy) of 2001, followed by some later laws and regulations on customary rights and forest management. It is however difficult to judge to what extent a NGO can claim such results. Other players have been active in this field as well, such as WWF, and the lack of a logical framework hampers the justification of such claims.

A logical framework, based on RFN's format for proposals, should be instrumental in designing better documents, and should help in better implementation of activities. A logical framework is however not a 'short-cut' to more effectiveness. Any logical framework needs to be developed according to the local situation and such development can be seen as a learning exercise for the organization.

differing opinions on results

* *written reports more positive than verbal comments interviewees*

As previously mentioned, most of the narrative reports showed a great number of activities as

executed by FOKER. An intriguing contradiction surfaced based on the opinion of the interviewees. Without hardly an exception, the interviewees' opinion was not in line with the active impression as shown in the narrative reports. This could have been based on the fact that most of the activities took place in and around the main town of Tanah Papua, Jayapura. Another reason could be that the representatives in the region were disappointed by FOKER over the past years, particularly since 2009. Contacts became less and the impression arose that FOKER only used a list of participants to fundraise for its own existence. This may have influenced the opinion of the representatives in the region. Still, the active impression of FOKER based on the reports is something that can be seen as an important basis for future activities. The link with and position of the regions should become much clearer in such future activities.

REDD as a new issue
* no added value
The choice of FOKER to become involved in REDD issues may have seem logic from a distance. Tanah Papua is densely forested and REDD is an upcoming issue within the forestry sector. The activities from FOKER however only seem to have touched the surface of this complicated subject and the issue altogether disappeared in the final year of this three period (2012) and was no longer included in the subsequent proposal. A better coordination with RFN on this subject could potentially have prevented FOKER to become involved, and money could have been spent otherwise.

the role of campaigning in Tanah Papua
* campaigning (in Tanah Papua) needs careful preparation
Campaigning was a very important element of FOKER's work since the start of the cooperation with RFN. Campaigning is a commonly applied activity for instance to influence decision makers in for instance the corporate sector and the government, and to create awareness within society at large. Such target groups and awareness building were however not sufficiently described within project documents. The impression arose that no well-defined idea existed of what campaigning within the context of Tanah Papuan society, and the situation addressed could mean. Campaigning is easily used as an umbrella word connected with a wide range of activities without a proper analysis of what campaigning and these activities mean in a specific situation. In the case of the cooperation between RFN and FOKER many materials were produced and 'campaigning activities' were executed, such as stickers and mugs, and press conferences and magazine articles respectively. Papuan society is 'flooded' with banners and mugs, and seminars and workshops. The distinctive element of such campaign activities needs careful consideration in a society were 'everything' is called 'campaign', and where the exact outputs and outcomes of such events are often unclear.

the functioning of the FOKER network
* insufficient trust and cooperation amongst members of FOKER network
* confusion on coordinating or independent NGO role of FOKER needs clarification
* differing expectations between role secretariat and participants
The FOKER network consists of several elements such as the Steering Committee, the participants, the Regional Coordinator, and the FOKER secretariat itself. Various issues were raised by the interviewees on the functioning of the network. The network didn't function properly based on a relatively weak Steering Committee and a rather independently operating previous Secretary Executive. The relationship of the secretariat with the regions had weakened as well, and it is fair to say that distrust towards the secretariat was felt in a number of occasions. This distrust was based on the impression that most of the activities by the secretariat were held in Jayapura and surroundings, and that the FOKER secretariat had evolved towards an independent NGO, competing with its participants. These two elements (focus on Jayapura and FOKER evolved towards independent NGO) need be given attention by the Steering Committee and Secretary Executive. The function of Regional Coordinator does make sense in this context as Tanah Papua is a vast area with limited logistics. The

coordinators could play a key role to rebuild trust in combination with the prudent positive remarks that were made on the election of the new Secretary Executive. It is essential that certain issues regarding the Regional Coordinators are settled, such as the confusing image on financial compensation for Regional Coordinators and the combination of positions as, for instance, Regional Coordinator and member Steering Committee.

The differing expectations between FOKER and the participants on each respective roles needs attention. It is clear that the vastness of Tanah Papua and the limited infrastructure hampers a swift cooperation. However, it appeared that assumptions are being made on the role of FOKER and the participants, and that certain expectations exist for instance regarding funding, the role of lobbying and advocacy and the implementation of field projects. These assumptions and expectations need to be addressed in order to improve the cooperation between FOKER and the participants.

4.5 efficiency

project and organization
* *insufficient information hampers insight efficiency*
* *work atmosphere secretariat negatively influences efficiency*
The efficiency is being judged on the basis of how results were achieved, and how the organizational structure and atmosphere allowed for efficient day to day routines. How economically activities were executed in relation to the outputs is unknown as insufficient indicators were available to judge on this aspect. As an example; as lobbying is one of the main activities of FOKER, the efficiency of lobby activities can only be measured by the changes in for instances governmental policies. As indicators for such changes are lacking, lobbying holds the risk of an on-going process of meetings without the right reference to judge on effectiveness and efficiency. This was a general characteristic of FOKER's work; insufficient concrete information to measure the progress made it nearly impossible to measure efficiency. As a rule of thumb; the application of a proper logical framework will much better allow for judging on efficiency.

Regardless of how, and if, practical results were booked, the functioning of the organization as such provided insights on the efficiency of the work in general. It became clear that the organization is going through turbulent times which obviously influences the efficiency of the work. Several procedures, for instance on finances, in combination with job uncertainty creates an unhealthy work atmosphere at the secretariat that in general does not allow for motivated staff, and thus for an efficient approach of the work.

4.6 impact

impact towards target groups
* *hardly any impact as consequence of the lack of clear outputs and outcomes*
As a logic consequence from the previous conclusions, FOKER's impact is limited when strictly looking at how proposals were prepared and what changes were aimed at. The impact on the ultimate target group, traditional communities, is virtually absent. FOKER seem to have been struggling with how to define target groups that could contribute to achieving real impact on the ultimate target group. This needs to be dealt with at other stages in the cooperation (design and better definition indicators and target groups). Main conclusions are drawn at other, preceding parts of the cooperation that eventually will contribute to creating more impact.

FOKER's image as part of creating impact
* *position in society 'unharmed', potential impact present*
Fortunately, FOKER's position hasn't really been negatively influenced despite the lack of impact, and despite the internal troubles. The focus on mainly like-minded organizations and governmental

sectors can be seen as a blessing in disguise as the ground for improving FOKER's position, and strengthen impact based on the good name of FOKER is still present.

4.7 sustainability

results and financial
* results superficial, profile strong
* potential to attract new funding

The results leave little room for discussion; based on FOKER's results no long-lasting impact in society is expected. FOKER's strong profile is potentially more 'sustainable'. Based on this profile FOKER should be able to attract new and more funding and secure the existence of the organization for three to five years.

4.8 organizational structure and internal management

Steering Committee versus Secretary Executive
* difficult relationship SC and SE forms basis poor performance FOKER
* more attention required Steering Committee on financial issues

The sensitive relationship between the Steering Committee and the Secretary Executive lies at the basis of a good functioning FOKER. This starts with how roles and responsibilities of both are described in the statutes. An underlying factor is formed by the fact that both Steering Committee members and the Secretary Executive are chosen by the three-annual participants meeting (PPF). To a certain extant this positions the committee and the Secretary Executive in an equally powerful position. They both have a mandate to act from the members. The way the distinction between the two is described in the statutes doesn't have the desired effect. Next to this legally described role, it also comes to how individual members of the Steering Committee are fulfilling their statutory role. Overall, this is being done without making use of their statutory responsibilities which could create a vacuum of which the Secretary Executive can profit. One of the roles the Steering Committee should have taken up more actively is the controlling of the financial procedures and expenditures.

staff dynamics
* unrest and distrust, yet substantial potential for short-term improvement

From a day to day perspective, the situation at the work floor of the FOKER secretariat needs to be improved. Staff appointments have not been transparent and wages for the staff have been on hold for quite some time. These are just two examples that have created unrest and distrust amongst the employees. There is sufficient ground for an improvement on the short term (staff intrinsically motivated, new Secretary Executive, high expectations within part of the network), but swift action is required.

monitoring and evaluation
* too long without a check-up

The near absence of a functioning monitoring and evaluation system -internal and external- has undoubtly contributed to the situation where FOKER is now. Both RFN and FOKER should have taken the lead more early in the organization of particularly evaluation activities. Despite sufficient positive elements are still present that could turn the tide for FOKER, it needs to clear up certain internal issues, as described in this report, and is in need of a clear strategy on how to make its actions more result oriented. This can best be dealt with by RFN and FOKER by paying more attention to the improvement of design and subsequent implementation of their cooperation, in combination with monitoring and evaluation. The latter needs similar attention in order to see if the proposed changes at for instance the design level bear fruit.

cooperation RFN - FOKER
* ***regular changes RFN staff involved in cooperation***
* ***communications between RFN and FOKER not fluent***

Essentially, cooperation is a combination of how things are put on paper, and how persons within the organization are able to cooperate and put into practice what has been put on paper. The paperwork related to this cooperation has been discussed in other parts of this evaluation. From an organizational and staffing perspective some additional conclusions can be drawn.

Staff changes took place at very regular basis within RFN. This meant that time was needed to get acquainted with the programme and with 'new' colleagues. This may have hampered building good relationships with staff of FOKER and, though this could not be substantiated, could have created hick-ups in the cooperation in general.

Good communication is essential within a cooperation, both from a personal perspective as from a 'technical' perspective. During the 2008 - 2012 period communications between the main persons involved appeared not to be smooth. Meetings were unexpectedly and without prior notice cancelled by FOKER representatives, and in general a feeling with RFN surfaced of having to deal with an 'non-transparent situation'. This unsatisfactory feeling more or less disappeared when major personal changes took place within FOKER at the end of 2012. However, deadlines for the submission of proposals and reports were again not met by FOKER. It appeared that personal circumstances of the new Secretary Executive delayed building a new relationship between FOKER and RFN. According to the FOKER secretariat most of the communication problems were caused by a failing internet system.

Summarized, communications between FOKER and RFN haven't been smooth from time to time. This had both a personal, and a technical background. The latter should be easily 'repaired', while the personal chemistry between those directly involved is another issue. It appeared that with the arrival of the new Secretary Executive contacts between the two organizations had improved.

5 Recommendations

The recommendations will focus on two main fields: the project or cooperation itself, and FOKER as an organization. All involved in FOKER realize that changes are needed to secure FOKER's future and position. FOKER is in an urgent need of such changes and consolidation, while such changes at the same time will contribute to the already somewhat hectic situation within the organization. FOKER has to prove that is ready to make the necessary changes as well. To find the right balance between the need for change ánd the desire not to add new dynamism to the organization it is recommended that RFN and FOKER develop a plan that allows FOKER to implement some (three or four) recommendations in 2014, while RFN facilitates such process. Within such process this report should also be seen as a catalyst for additional, new ideas that strengthen FOKER's position and improve the cooperation between FOKER and RFN.

5.1 project

design
* **synchronize wording written proposals and reports, with logical framework**
  The format as provided by RFN mainly prescribes a written report, while in a few occasions a table format / logical framework was suggested to include results, indicators, activities and assumptions. Despite the framework was used more often as of 2008 and provided a better insight in the cooperation since, it is recommended that proposals get shorter and that the framework is more in line with the wording of the document. The confusion that appeared from the written document indicates that the distinction between the goals, the position of indicators and the difference between output and outcome are not well understood. This needs clarification and improvement as the documentation forms the basis for any work that follows.

* **focus geographically and thematically**
  A similar recommendation is made towards issues like the geographical and thematical scope of the work. The regularly varying geographical scope, and changing themes FOKER would like to work on needs to be dealt with. It is recommended that FOKER, in cooperation with RFN, defines core areas of work, while still looking for ways to be the voice of 'all' Papuans. Similarly, the great variety of topics and challenges can impossibly be dealt with by FOKER or its participants. A clear choice has to be made. Better be strong on certain important issues that becoming invisible as a result of doing a little bit everywhere.

positioning: tone of voice and unsubstantiated information
* **include solutions in projects, prepare more focussed and less elaborate proposals**
  FOKER describes the situation in Tanah Papua in a rather black and white manner. Papuans are the victims and others are to blame. This image leaves very little room for solutions. In combination with other recommendations (organization: positioning and broadening) it is advised that besides the analysis of the indeed difficult situation in which many Papuans live, a more proactive approach is chosen in which solutions play a prominent role.

  Next to this negative tone of voice, many of the documents, in particular the proposals, contained a huge amount of information of which the relevance was difficult to determine, nor were references provided that could substantiate claims made and situations described. It is recommended that more to the point proposals are developed that clearly describe the specific situation of the project. This needs to be done in a broader context, but also in a more coherent way, and the most essential references need to be mentioned.

gender perspective

* implement gender perspective only when backed-up by sufficient resources and right programmatic embedding

It is recommended that FOKER, in close consultation with RFN, makes a clear choice on how to approach gender perspective. It is an essential element in Papuan society, but this is equally true for other, sometimes related issues (children, HIV/AIDS, health care). The way FOKER pays attention to the subject -just mentioning participation of women in FOKER's activities- is not in line with the broader definition of gender perspective. As long as FOKER is 'struggling' with its programmatic and geographic focus in general, in which natural resource management appears to be the main topic, it is recommended that the number of related issues is limited, and the inclusion of such issues do not put too much burden on the organization. Many issues are only dealt with on paper, being backed-up by a structure of volunteers, while the financial resources hamper full-time assignment of staff. The process of combining related issues in one working group (gender, children, others?) could help, but it needs to be seen if this is not mainly a cosmetic solution. The outcome of a discussion on how to approach gender perspective, and other issues relevant for society at large, may well mean that a separate project is being developed.

monitoring and evaluation

* keep track of developments, apply lessons learned

It is recommended that a basic system is developed and implemented through which lessons learned are analysed and the results of such analysis are applied. Such system should involve both the role and responsibilities of RFN and FOKER. The lack of a good yet simple monitoring and evaluation system hampered the organization to learn lessons from the yearly activities of each project period, and similarly to learn lessons from each entire project period. The projects looked like stand-alone initiatives without history. Despite certain topics came back in the subsequent proposals there was no system in place through which lessons learned from one entire project period could be used to build on towards the next period.

* define link policy improvement with impact on the ground

A specific issue that needs attention is how (desired) policy reforms have their impact on the ground. In line with other conclusions and recommendations, a lot of work is described in generic terms. 'Policy improvement' is such term. A proper monitoring and evaluation system in which special attention is paid to how policy reform contributes to the welfare and well-being of local communities is essential. Too often policy reform leads to certain changes at the administrative level while it is unknown what the impact of such changes is at ground level. It is recommended that, in combination with other recommendations (design, generic terminology), the generic characteristic of 'policy improvement' is defined in more detail and that the link of such improvements are substantiated at community level.

campaigning

* reconsider campaigning in Tanah Papua

It is recommended that in case campaigning remains an activity of FOKER, and lobby and advocacy are still part of a campaign, a proper vision exists of what campaigning in Papuan society means. What campaign elements have an impact on Papuan society? Is campaigning in Papuan society anyway a right approach? What does advocacy mean beyond the level of 'meeting' governmental or political representatives? Campaigning was a commonly used approach in FOKER's work. The term was not specifically defined (see 'generic terminology') and it remained unclear based on what analysis (target groups, campaigning in Papuan society) the campaign approach was implemented in Papuan society. The ease with which the term was used in documents and the great variety of activities that were seemingly part of the campaign made it difficult to judge on its effectiveness. Similarly, regularly mentioned activities by FOKER as part of the campaign were lobby and advocacy,

while these were neither described in more detail what they meant and how they could contribute to the goals.

generic terminology

* **better define target groups and campaign**

Several elements within the cooperation between RFN and FOKER were described in very generic terms, such as 'target groups', 'stakeholders' or 'campaign'. Such generic terminology didn't allow for the description of proper indicators. A discussion on how for instance target groups are defined will also strengthen FOKER's position (and is therefore part of other recommendations as well). It is in general recommended that more attention is paid to defining certain elements within the cooperation in more detail. To start with, target groups and campaign require attention.

5.2 organization

institutional improvement

* **make resources available that strengthen FOKER as an organization**
* **focus on limited set of immediate actions**

The focus of the cooperation between RFN and FOKER was on the implementation of practical projects. Budgets required for the execution of the work were in many cases devoted to staff positions within FOKER and to specific activities such as workshops, meetings, the production of campaign materials, and to travel and accommodation. Within the present situation attention is needed and resources are required to strengthen FOKER as an organization. Improving internal policies and regulations stand at the basis of a well-functioning organization. Similarly, the observed 'unrest' amongst the staff can only be dealt with if the staff is part of the process that should lead to a better positioned and stronger FOKER. It is thus recommended that FOKER also looks 'to itself', and that resources are made available that can be used to work on improvements, either they be organizational or technical (e.g. internet disfunctioning). It is advised that RFN plays a role in this process. The functioning of the organization FOKER is directly linked to how project activities are implemented. Several recommendations are related to institutional improvements. A solid and well-functioning organization is a precondition for a just implementation of the projects.

The challenges FOKER is facing are many. It is recommended that a limited number of actions are undertaken in 2014 in order to book 'quick' results that in turn will motivate Steering Committee, staff, Regional Coordinators and participants to take subsequent actions. The following is such set of three issues that need be given attention in 2014: (1) financial sound management, (2) managing expectations role secretariat and participants, (3) organize three in-house meetings in a relatively short time-span (several months) with some external experts to improve the design of documents, to create focus on FOKER's work area and the issues it is dealing with, to position monitoring and evaluation firmly within the organization, to address the present organizational structure, to stimulate cohesiveness internally, and to strengthen FOKER's image externally. Eventually, the outcome of such process leads to a new organizational chart. This should not be the starting point however.

(1) Financial management is lacking a professional approach. This can be improved by (temporarily) appointing a senior financial expert that is capable of developing good financial procedures and review the financial administration. Another option is to seek cooperation with a major other NGO in Tanah Papua that has sufficient experience with this issue and is willing -at certain costs- to set up such system.

(2) Mismatching expectations exist between the secretariat and the participants. This needs to be clarified and the Secretary Executive, the Regional Coordinators and senior representatives of participants are the key persons that have to put this on the agenda. This could coincide with an

analysis of what participants are still willing to play a role in FOKER and what the needs are of participants. Better to have a strong FOKER with a limited number of strong participants instead of having a long list of participants, but without impact. Managing these expectations should become a key activity of the Secretary Executive.

(3) Required changes within FOKER can best be approached through 'learning by doing'. Short in-house meetings at which key issues are addressed and solutions are prepared are a good way to solve issues, and at the same time create more cohesiveness within the organization. External experts have to play a role in such process in order to create acceptance of new ideas and work methods. Papuan society and the NGO scene in general is composed of a limited number of 'role models' and these could play a role in such activity, while keeping an eye on not creating a conflict of interest. The issues that can be dealt with at such meeting are numerous and a first selection has been made.

  - A brief review of existing documents with specific attention to outputs, outcome and indicators is required. Such brief review could lead to more substantial actions between RFN and FOKER in order to improve future documents.
  - More focus is needed in FOKER's geographic and thematic approach while still being seen as 'serving all Papuans'.
  - Monitoring and evaluation should be addressed in a way that this becomes fully embedded in the organization and becomes an 'automatic' activity in future proposals and work plans, including implementation.
  - Working groups (Pokja's) are historically seen a familiar and well-known element within FOKER. Their role and position needs to be given attention in the workshops to see if they still contribute to FOKER's aims and profile.
  - While working on such issues FOKER's internal cohesiveness should 'automatically' improve, while on a somewhat longer time frame its external profile will gradually improve as well.
  - All these issues can be addressed in short, interactive workshops with 'immediate results'. Attention needs to be given to the organization of such workshops as this is a commonly applied method which holds the risk of being seen as 'another workshop'. Novel exercises and the kind of issues dealt with in the workshops should be well prepared in order to 'secure' the expected outcome.

* *focus on immediate action, not on organizational charts*
  Organizational change often coincides with developing new structures such as new positions and departments. It is recommended to implement recommendations in a flexible way. Organize the required actions and pay attention to the structure at a later stage. Designing new organizational charts appears to be an attractive activity while they rarely reflect real needs, and are seemingly always 'too big' for what is actually needed, or possible based on the financial situation. Form follows function.

  In a similar way it is recommended that the Master Plan 2013 - 2028 is first of all shared with RFN, after which it is briefly checked for its relevance. Most elements in the plan are relevant, but they need some sort of reality check to see what elements indeed can be implemented and that will contribute to FOKER's development on the short term. It should be avoided that the plan ends on a shelf, while at the same time it needs to be seen realistically what can be used of it, also based on FOKER's financial status. Potentially the follow-up of this evaluation can be combined with elements from the Master Plan, in particular when they are 'easy' to implement and give results on a short time span, both with regard to content and the organization itself (one to two years).

* *reconsider position and relationship Steering Committee and Secretary Executive*
  It is recommended that the position of and relationship between Steering Committee and Secretary Executive are reconsidered. The Steering Committee is not functioning properly. Meetings of all members are exceptional, and the responsibilities of the members as laid down in the statutes are

not taken on sufficiently. Based on the mandate both committee and Secretary Executive have received from the Participants Meeting FOKER a conflict of interest is evident. A crucial step in such process is the evaluation of the statutes. Next to this procedural step, the working relationship between committee and Secretary Executive (and secretariat in general) needs improvement. Such sensitive steps potentially require external legal and 'process' advice.

* *reconsider functioning Regional Coordinators*
It is recommended that the position and functioning of Regional Coordinators is evaluated. In the process towards improvement of the relationship between the FOKER secretariat and its partners the Regional Coordinators should play a crucial role, for instance in their function as liaison between FOKER and the participants. This role needs to be strenghthened in order to create more trust between 'Jayapura' and the regions. At present the function is defined in a somewhat ad hoc manner, differing from region to region. The Secretary Executive should take the lead in this process. It is advised that Regional Coordinators do not hold other positions within the FOKER organization. Next, financial compensation for the coordinators needs to be reviewed, in particular to see if this is functioning well.

positioning and broadening
* *analyse position and profile > strengthen position and profile*
* *make use of FOKER's potential as an independent NGO at provincial level*
It was beyond discussion with a large majority of the interviewees that FOKER's role in society was still a useful one. Despite the turbulent recent years the organization has gone through, FOKER's position in society is (potentially) still influential.

An important issue is the (perceived) change of FOKER from a coordinating and facilitating role towards moving in the direction of an independent NGO position, and thus competing with its participant members. This discussion holds a lot of semantic and it is recommended that a lobbying and 'independent' NGO role of FOKER, next to its coordinating and facilitating role, needs to be considered. The still positive profile FOKER has in Papuan society, and the potential to strengthen this image, remains untapped if FOKER has to stick to its coordinating and facilitating role. At the provincial level, and to a certain extent the national level, FOKER has an independent role to fulfil. Such role can impossibly be fulfilled by a FOKER participant.

It is recommended that FOKER makes a brief analysis of how to build on its position and profile with a small group of external advisors (other NGOs, media, corporate sector, government) in order to get input on how to rebuild and strengthen its position, and to explore possibilities of fulfilling a more independent NGO role at provincial and national level. The latter should be done in close consultation with FOKER's participants.

strengthening the network
* *focus on core group of participants*
The group of participating organizations under FOKER's umbrella is large. Figures vary from around 160 a few years ago to 110 nowadays. In the eyes of many interviewees such long list of participants was mainly meant to impress donors to attract funding, while the actual role of the network was limited. In order to strengthen the network and FOKER's role as voice for NGOs it is recommended that a brief analysis is made of what NGOs are still active, which active NGOs are still willing to participate in the FOKER network, and how such core group can strengthen its position, and that of FOKER, in order to better fulfil its mission. Such analysis should also look at how lobby and advocacy work can be better linked with the implementation of field projects and their expected results by participants.

* *broaden the network, corporate sector*
FOKER (and RFN) operate in a relative comfort zone of like-minded NGOs and governmental agencies. There is, literally, a world to win if FOKER's broadens its network to other main players in

society. An obvious one is the corporate sector. Despite the fact that large scale economic activities pose in most cases a serious threat to people and nature of Tanah Papua, it is recommended that FOKER explores the possibilities of how the corporate sector can be influenced directly. Most of the lobby work is directed at the governmental agencies of the two provinces. Better laws and regulation should benefit the people of Tanah Papua. It is recommended that those who have to act according to such laws and regulations are targeted as well. Options are to directly create a relationship with companies that are, or are willing to become, active in Tanah Papua. Issues like a sustainable use of natural resources and the position of local communities are more and more becoming the domain of the corporate sector as well (see for instance: *The UN Global Compact-Accenture CEO Study on Sustainability 2013*).

Another option is that FOKER, or better one or more of its participants, become engaged in commercial activities that are directly connected to local communities and natural resource management. A substantial number of NGOs is cooperation with farmers on one or more commodities. Such activities rarely go beyond the level of farming itself. The following traject (trade, final product, marketing) is rarely dealt with by NGOs. Next, such initiatives are in most cases small with limited impact on the target groups themselves, or society at large. To get full benefit of the involvement of NGOs with farming, commodities and entrepreneurship it is recommended that NGOs, coordinated by FOKER, strive for an up scaling of their involvement with such initiatives, away from the merely charity approach towards a full business approach. This is not meant that FOKER, or its participants, becomes a company. It is meant to set an example of sufficient scale that directly influences other corporate sector players in Papuan society. In the end issues on sustainable natural resource management and the position of traditional communities should become mainstream.

prepare for new fundraising
* *develop fundraising policy, clarify role Steering Committee and Secretary Executive*
Under the previous Secretary Executive FOKER has proven to attract substantial foreign funding. As such sources are still available and FOKER should be able to restore its good name, it is recommended that a basic fundraising policy is developed. It should be clear within such policy with whom the mandate for fundraising lies, Steering Committee or Secretary Executive. At present the statutes are rather confusing on this subject and this needs to be sorted out first.

appendix 1   FOKER statutes 2012

FORUM KERJA SAMA (FOKER) LSM PAPUA

S T A T U T A

BAB I
KETENTUAN UMUM

Pasal 1

Dalam Statuta ini yang dimaksud dengan :
a) **STATUTA** adalah pedoman dasar yang dipakai sebagai acuan untuk menyelenggarakan dan mengembangkan program kerja sesuai dengan tujuan Forum Kerja Sama (FOKER) Lembaga Swadaya Masyarakat Papua, yang dipakai sebagai rujukan peraturan dan prosedur operasional.
b) **FORUM KERJASAMA LEMBAGA SWADAYA MASYARAKAT PAPUA** disingkat FOKER LSM Papua yang untuk penyebutan selanjutnya FOKER. FOKER adalah Lembaga jaringan yang mewadahi berbagai LSM Partisipannya di TANAH PAPUA.
c) **LEMBAGA SWADAYA MASYARAKAT**, disingkat LSM adalah organisasi non-pemerintah yang peduli dan bekerja untuk kepentingan masyarakat yang tertindas dan terpinggirkan.
d) **PENDIRI** adalah LSM-LSM dan/atau lembaga-lembaga yang mendirikan FOKER.
e) **LSM PARTISIPAN** adalah LSM yang telah memenuhi persyaratan dan telah ditetapkan sebagai anggota FOKER.
f) **PERTEMUAN PARTISIPAN FOKER**, disingkat PPF merupaka "Forum" pengambilan keputusan tertinggi dalam FOKER.
g) **STEERING COMMITTEE** yang selanjutnya dalam Statuta ini disingkat SC adalah badan yang merepresentasikan Partisipan FOKER dan individu-individu yang memiliki kepakaran yang bertugas merumuskan, mengarahkan dan mengawasi Sekretaris Eksekutif dalam menjabarkan dan melaksanakan ketetapan-ketepan PPF.
h) **SEKRETARIS EKSEKUTIF**, yang selanjutnya dalam Statuta ini disingkat SE merupakan pimpinan di tingkat Badan Eksekutif yang bertugas menjabarkan dan melaksanakan kebijakan ketetapan-ketetapan PPF.
i) **SEKRETARIAT** adalah suatu sistem operasional jaringan yang terdiri dari bangunan, sumber daya manusia, system operasional prosedur serta struktur kelembagaan dan organisasi.
j) **MITRA** adalah lembaga-lembaga yang bersedia bekerjasama dengan FOKER LSM.
k) **PERORANGAN** adalah individu yang memahami prinsip dan tujuan FOKER, mewakili kapasitas dirinya atas keinginan sendiri dan/atau atas permintaan FOKER untuk bekerja sama.
l) **PERATURAN FOKER** adalah seperangkat aturan yang dibuat sebagai penjabaran pelaksanaan Statuta FOKER, yang mencakup peraturan umum atau peraturan lain yang ditetapkan SE dengan persetujuan SC.

BAB II
IDENTITAS

Pasal 2
Pendiri dan Jangka Waktu Pendirian

1) FOKER didirikan pada tanggal 31 Agustus 1991 oleh 11 LSM pendiri, yaitu, Lembaga Bantuan Hukum (LBH) Jayapura, Yayasan Pengembangan Masyarakat Desa (YPMD) Irian Jaya, Yayasan Kerjasama Pendidikan Hukum Masyarakat (YKPHM Jayapura), Yayasan Kesehatan Betesda (YKB Jayapura), Pusat Peran Serta Masyarakat (PPM Jayapura), Yayasan Inai Jaunggi, Yayasan Mitra Karya Merauke (YMK Merauke), Yayasan Santo Agustinus (YASANTO Merauke), Yayasan Pengembangan Sosial

Ekonomi dan Lingkungan Hidup (YAPSEL Merauke), YP5 Moanemani, Yayasan Rumsram Biak, dan DELSOS Keuskupan Jayapura, DELSOS Keuskupan Asmat, DELSOS Keuskupan Merauke, DELSOS Keuskupan Sorong, LITBANG Sinode GKI, Klasis Biak Timur mewakili unsur-unsur Gereja serta Pusat Studi Lingkungan (PSL) Uncen Manokwari mewakili unsur Perguruan Tinggi, sebagai tindak lanjut dari pembentukan "Allert Committee" sejak awal tahun 1989.

2) FOKER didirikan untuk waktu yang tidak ditentukan lamanya.

Pasal 3
Kedudukan dan Wilayah Kerja

1) Foker berada di tanah Papua
2) Sekretariat FOKER berkedudukan di Jayapura.
3) Wilayah pelayanan Foker meliputi seluruh wilayah kerja LSM Partisipan.

Pasal 4
Lambang dan Makna

1) Lambang FOKER adalah gambar sejenis kulit kerang (Triton) dengan posisi tegak lurus/vertikal, dengan bentuk tubuh yang kecil di bagian bawah dan besar di bagian atas.
2) Lambang tersebut memiliki makna sebagai berikut :
   a. Kulit kerang banyak ditemukan di kawasan pantai di Papua dan digunakan oleh hampir sebagian besar komunitas asli Papua sebagai alat komunikasi untuk mengawali aktivitas (gotong royong atau musyawarah).
   b. Posisi tegak lurus/vertikal melambangkan konsistensi atau ketegaran setiap anggota FOKER dalam mengemban visi dan misi organisasi.
   c. Bentuk tubuh/kulit bagian kecil di bawah dan bagian besar di atas melambangkan tekad FOKER untuk berjuang memberdayakan rakyat kecil dan tertindas.

BAB III
STRUKTUR ORGANISASI

Bagian Kesatu
UMUM

Pasal 5

Struktur Organisasi FOKER terdiri dari Unsur-unsur :
a. Pertemuan Partisipan FOKER
b. Steering Committee
c. Sekretaris Eksekutif
d. LSM Partisipan

Bagian Kedua
Pertemuan Partisipan FOKER

Pasal 6

1) Pertemuan Partisipan FOKER, disingkat PPF adalah Forum pengambilan keputusan tertinggi dalam FOKER.
2) PPF diadakan secara berkala sekali dalam 3 (tiga) tahun. *Lihat di pasal 13, ayat 1), 2), dan 3)*
3) PPF Istimewa dapat dilaksanakan setiap saat untuk maksud dalam hal jika eksistensi FOKER terancam dan/atau dalam hal SE tidak dapat menjalankan tugasnya dan/atau tidak mungkin lagi

dapat menjalankan wewenang dan tanggungjawabnya sekurang-kurangnya dalam jangka waktu 3 (tiga) bulan berturut-turut atas persetujuan ½ tambah 1 jumlah Partisipan.

4) Dalam kondisi-kondisi khusus yang dapat dijelaskan, SC dan SE diberikan kewenangan untuk melaksanakan PPF Istimewa dengan persetujuan ½ tambah 1 jumlah partisipan.

Pasal 7

PPF berfungsi untuk :
a. Sarana pertanggung jawaban SE dan SC
b. Sarana untuk memilih SE dan SC
c. Sarana Evaluasi Umum
d. Menetapkan Statuta
e. Mengevaluasi dan Menetapkan keanggotaan LSM Partisipan Foker
f. Menetapkan Isu-isu strategis
g. Menetapkan hal-hal lain yang dipandang perlu

Pasal 8

1) Setiap Partisipan FOKER berhak mendelegasikan anggota/staf untuk mengikuti PPF.
2) PPF adalah sah jika dihadiri oleh sekurang-kurangnya ½ ditambah 1 jumlah partisipan FOKER jumlah partisipan aktif.(perlu ada penjelasan tentang partisipan aktif)
3) Jika quorum tidak tercapai, PPF wajib diundurkan untuk paling lama 30 hari dengan kewajiban SC dan SE memberitahukan kepada partisipan, untuk kemudian dibuka kembali tanpa terikat qourum dengan menyampaikan bukti sah atas semua pemberitahuan yang telah dikirimkan.

4) Pengambilan keputusan sah jika dihadiri oleh ½ ditambah 1 jumlah partisipan yang hadir dalam PPF.
5) Pengambilan keputusan dalam PPF dilakukan secara aklamasi dan/atau musyawarah mufakat dan jika hal tersebut tidak dapat dijalankan maka pengambilan keputusan dilakukan berdasarkan suara terbanyak melalui pemungutan suara.
6) Pemungutan suara dilakukan dengan cara setiap anggota memiliki 1 (satu) suara dan hak suara tidak dapat diwakilkan.

Pasal 9

1) Sidang-sidang dalam PPF terdiri dari :
   a. Sidang Pleno
   b. Sidang Komisi
2) Syarat-syarat dan Tata Cara pelaksanaan kedua sidang sebagaimana dimaksud dalam ayat (1) diatur lebih lanjut dalam Tata Tertib PPF.

Bagian Ketiga
Sekretaris Eksekutif

Pasal 10

1) SE merupakan Pimpinan Eksekutif FOKER.
2) Dalam menjalankan wewenang dan tanggung jawabnya, SE memimpin kantor dan/atau Sekretariat FOKER.
3) SE sebagai Pimpinan Sekretariat sebagaimana tersebut dalam ayat (2) di atas, melakukan kebijakan umum, peraturan, norma serta atas arahan SC sesuai mandat dan keputusan PPF.
4) SE FOKER didukung oleh seorang manajer program dan seorang manajer kantor .
5) Staf sekretariat dipilih dan ditetapkan oleh SE dan SC berdasarkan standar operasional prosedural ketenagaan dan kebutuhan pelayanan jaringan.

6) SE wajib menyampaikan Laporan Tahunan kepada SC (yang akan dibahas lebih lanjut dalam Rapat Tahunan Anggota SC)
7) Dalam menjalankan wewenang dan tanggungjawabnya SE dapat dibantu dengan Koordinator-Koordinator Bidang dan Koordinator-Koordinator Wilayah sesuai kebutuhan program yang sejalan dengan mandat dan keputusan PPF.

Pasal 11
Fungsi Dan Kewenangan

1) SE memimpin operasional sekretariat, membina staf, serta menjaga hubungan dengan lingkungannya.
2) Apabila Sekretaris Eksekutif berhalangan tidak tetap, maka SE memberi mandat secara tertulis kepada Manager Kantor.

Pasal 12

Sekretaris Eksekutif diangkat dan diberhentikan oleh PPF.

Pasal 13

1) Masa jabatan SE adalah 3 (tiga) tahun
2) SE dapat diangkat kembali dengan ketentuan tidak melebihi 2 (dua) kali masa jabatan berturut-turut

Pasal 14

1) Kriteria SE sebagai berikut :
   a. WNI dan berdomisili di Tanah Papua sekurang-kurangnya 5 tahun terakhir
   b. Pernah menjadi aktivis partisipan foker
   c. Tidak bekerja untuk kepentingan birokrasi sipil-militer, dan usaha padat modal
   d. Memiliki kemampuan berbahasa inggris secara lisan dan tertulis
   e. Memiliki kemampuan dan pengalaman memimpin
   f. Memiliki pengalaman bekerja pada LSM minimal 5 tahun pada jabatan setingkat manager
   g. Bersedia tidak rangkap jabatan selama menjabat sebagai SE.
   h. Non Partisan
   i. Memiliki wawasan yang luas terhadap isu lokal dan global
   j. Memiliki Kematangan emosional
   k. Memiliki Prestasi Kerja Yang Baik
   l. Memiliki komitmen yang jelas terhadap Visi dan Misi FOKER
   m. Memiliki sikap dan perilaku sebagai panutan
   n. Menerima dan mendukung Statuta FOKER
   o. Terbuka menerima kritik dan saran dari berbagai pihak (Rasional)
   p. Mempunyai kemampuan komunikasi, lobi dan negosiasi.
   q. Sehat jasmani dan rohani

2) Status SE berakhir karena :
   a. Meninggal Dunia
   b. Berakhirnya periode kepengurusan
   c. Mengundurkan Diri

3) Syarat-syarat lain, baik yang berkaitan dengan kriteria maupun berakhirnya status SE ditentukan dalam PPF.

Bagian Keempat
Steering Committee

Pasal 15

1) Steering Committee, disingkat SC merupakan Badan Pengawas dan Pengarah SE dalam melaksanakan ketetapan-ketetapan PPF.
2) Steering Committee mempunyai tugas pokok :
   a. Bersama-sama SE merumuskan kebijakan operasional ketetapan-ketetapan PPF.
   b. Melakukan pengawasan terhadap SE dalam bentuk penilaian kinerja tahunan.
   c. SC memberikan pertimbangan berupa rekomendasi kepada SE dalam hal rekruitment dan pemberhentian staf sekretariat FOKER.
   d. Melakukan internal audit keuangan pada periode 6 (enam) bulan berjalan.
   e. Jika dipandang perlu dapat mengajukan diadakannya eksternal audit yang dilakukan oleh auditor independen.
   f. Mengesahkan rencana budget yang diusulkan oleh SE
   g. Melakukan rapat koordinasi dengan Regio dan/atau Partisipan di tingkat kabupaten/kota.
   h. SC dan SE dapat melakukan lobby ke lembaga dana untuk kepentingan jaringan
   i. SC dapat mengambil inisiatif diadakannya PPF Istimewa untuk memilih pejabat SE hingga terpilih SE yang baru, apabila SE berhalangan tetap

Pasal 16

1) SC merupakan representasi dari Partisipan FOKER dan individu-individu yang memiliki kepakaran dalam bidang tertentu terkait dengan penanganan keuangan, hukum, capacity building, lobby.
2) SC sebagaimana dimaksud dalam ayat 1) berjumlah 9 orang yang terdiri dari (5) orang representasi partisipan Foker dan (4) orang dari kepakaran.
3) SC dipimpin oleh seorang Ketua dan seorang Sekretaris yang dipilih dari dan oleh Anggota SC dalam rapat pleno.
4) Dalam melaksanakan tugasnya SC dapat membentuk komisi-komisi adhoc yang beranggotakan partisipan dan mitra di tingkat lokal dan internasional.
5) Pembentukan Komisi-komisi adhoc sebagaimana dimaksud dalam ayat (4) adalah untuk merespon situasi yang berdampak terhadap kemanusiaan.

Pasal 17

SC diangkat dan diberhentikan oleh PPF.

Pasal 18

1) Masa keanggotaan SC adalah 3 (tiga) tahun.
2) SC dapat diangkat kembali dengan ketentuan tidak melebihi 2 (dua) kali masa jabatan berturut-turut.

Pasal 19

1) Kriteria SC adalah sebagai berikut :
   a. WNI dan berdomisili di Tanah Papua sekurang-kurangnya dalam 5 (lima) tahun terakhir
   b. Dipilih dalam kapasitas mewakili kelembagaan Anggota FOKER
   c. Merupakan representasi LSM Partisipan dan individu-individu yang memiliki kepakaran dalam bidang tertentu terkait dengan penanganan keuangan, hukum, capacity building, lobby.

d. Memiliki pengalaman bekerja pada LSM minimal 5 tahun, kecuali bagi individu-individu yang memiliki kepakaran dalam bidang tertentu terkait dengan penanganan keuangan, hukum, capacity building, lobby.

e. Masih aktif dalam kerja-kerja LSM, berasal dari badan pengurus LSM partisipan.

f. Memiliki Kematangan emosional

g. Memiliki Prestasi Kerja Baik

h. Memiliki komitmen yang jelas terhadap Visi dan Misi FOKER

i. Memiliki sikap dan perilaku sebagai panutan

j. Menerima dan mendukung Statuta Foker LSM

k. Memiliki etika komunikasi

l. Terbuka menerima kritik dari berbagai pihak

m. Calon Anggota SC Berasal dari Regio dan kepakaran.

n. Sehat jasmani dan rohani.

2) Status keanggotaan SC berakhir karena :

a. Bubar dan/atau dibubarkannya keberadaan FOKER

b. Meninggal dunia

c. Berakhirnya masa kepengurusan

d. Diberhentikan lewat PPF Istimewa

e. Mengundurkan diri

3) Syarat-syarat lain, baik yang berkaitan dengan kriteria maupun berakhirnya keanggotaan SC, ditentukan dalam PPF

Pasal 20
RAPAT-RAPAT SC

1) Rapat SC terdiri dari :

a. Rapat SC biasa

b. Rapat SC istimewa untuk membahas penyelenggaraan PPF Istimewa sebagaimana dimaksudkan dalam pasal 6 ayat (3).

c. Rapat untuk pembentukan komisi-komisi adhoc tertentu terkait dengan isu kemanusiaan sebagaimana tersebut dalam pasal 16 ayat 5

2) Rapat SC biasa diselenggarakan sedikitnya sekali dalam 3 (tiga) bulan.

3) Tata cara pengambilan keputusan SC dilakukan berdasarkan musyawarah untuk mufakat dan jika tidak diperoleh kesepakatan, keputusan dianggap sah bilamana disetujui oleh lebih dari ½ (setengah) jumlah anggota yang hadir.

BAB IV
CALON PARTISIPAN DAN PARTISIPAN

Pasal 21

(1) Calon partisipan, harus memenuhi kriteria :

a) Mengajukan Permohonan secara tertulis

b) Memiliki Akta Pendirian

c) Memiliki AD-ART

d) Memiliki struktur organisasi yang jelas

e) Memiliki kantor dan alamat yang jelas

f) Punya program kerja yang jelas

g) Memiliki fokus isu (sasaran konstituen)

h) Mendapat rekomendasi tertulis minimal 2 partisipan FOKER.

(2) Untuk ditetapkan menjadi partisipan :
   a). Harus memenuhi kriteria pada ayat 1
   b). Menyampaikan laporan tahunan lembaga

Pasal 22
HAK DAN KEWAJIBAN

1) Hak dari setiap partisipan :
   a) Menghadiri PPF dan pertemuan lainnya yang diselenggarakan oleh Foker
   b) Memperoleh jasa pelayan dari foker secara kelembagaan
   c) Memperoleh laporan tahunan foker termasuk laporan keuangan

2) Setiap Partisipan berkewajiban :
   a)   Mematuhi Statuta FOKER.
   b) Tidak mengatasnamakan FOKER dalam hal-hal yang berkaitan dengan kepentingan pribadi/lembaga.
   c) Dalam hal partisipan terlibat dalam kegiatan yang mengatasnamakan FOKER harus mendapat persetujuan SE.
   d) Menjaga hubungan yang baik dengan konstituen dan kelembagaan local dan sesama partisipan.
   e)   Membayar iuran tahunan sebesar Rp 1.200.000 , - (satu juta dua ratus ribu rupiah)/ tahun.
   f) Menyampaikan laporan tahunan kepada Sekretariat Foker

Pasal 23
SANKSI DAN KODE ETIK

1) Sanksi yang diberikan dalam hal terjadi pelanggaran terhadap kewajiban-kewajiban sebagaimana yang diatur dalam pasal 22 ayat (2), diberikan oleh SC dalam bentuk-bentuk yang disepakati sebagai berikut :
   a. Teguran lisan
   b. Teguran tertulis
   c. Peringatan keras

2) Dan dalam hal teguran dan peringatan sebagaimana dimaksud dalam ayat (1) di atas tidak diindahkan maka SC mengajukan status keanggotaannya untuk dipertimbangkan dalam PPF.

BAB V
PENGGALANGAN DANA

Pasal 24

1) Dalam rangka mencapai visi dan misi Foker serta keputusan-keputusan PPF maka Foker dapat melakukan penggalangan dana.
2) Penggalangan dana sebagai mana dimaksudkan pada ayat (1) adalah kegiatan-kegiatan penghimpunan dana dalam rangka penguatan organisasi dan kelembagaan Foker.
3) Penggalangan dana bertujuan untuk :
   a. Membangun kemandirian organisasi dan kelembagaan Foker
   b. Penanganan isu-isu kemanusian
   c. Kesinambungan organisasi dan kelembagaan

4) Pengalangan dana sebagaimana yang dimaksud pada ayat (1) dapat bersumber dari:

a) Sumbangan dari Donatur tetap
b) Perorangan
c) Partisipan
d) Mitra
e) Pengelolaan aset Foker
f) Kegiatan usaha lain yang tidak bertentangan dengan visi, misi Foker dan tidak mengikat.

BAB VI
KETENTUAN PERALIHAN

Pasal 25

1) Hal-hal yang belum diatur dalam Statuta ini akan diatur lebih lanjut dalam Keputusan SE melalui pertimbangan SC.
2) Bilamana dikemudian hari Statuta ini sudah tidak sesuai lagi dengan perkembangan FOKER, maka akan diadakan perubahan dan penyesuaian yang selanjutnya diusulkan kepada PPF untuk ditetapkan.

BAB VII
KETENTUAN PENUTUP

Pasal 26

1) Statuta Hasil Keputusan Pertemuan Partisipan FOKER I, tanggal 26 September 2002, dan Hasil Keputusan Pertemuan Partisipan FOKER 7, tanggal 05 Maret 2009, dinyatakan tidak berlaku lagi.
2) Statuta ini mulai berlaku sejak tanggal ditetapkan.

Ditetapkan di Manokwari,
Pada Tanggal 02 Oktober 2012

appendix 2   FOKER participants 2012-2015

name region and instition

region North (Jayapura)

1   Yayasan Harapan Ibu (YHI)
2   Yayasan Pengembangan Kesehatan Masyarakat (YPKM) Papua
3   Yayasan Pendidikan Lingkungan Hidup Cycloops (YPLHC) Papua
4   Perkumpulan Keluarga Berencana Indonesia (PKBI) Papua
5   Perkumpulan Terbatas untuk Pengkajian dan Pemberdayaan Masyarakat Adat (Pt. PPMA) Papua
6   The Institute for Civil Society Strengthening (ICS) Papua
7   Kelompok Kerja Wanita (KKW) Papua
8   Lembaga Pemberdayaan, Pengkajian Perempuan & Anak (LP3A) Papua
9   Yayasan Konsultasi Independen Pemberdayaan Rakyat (KIPRa) Papua
10 Lembaga Bantuan Hukum (LBH) Papua
11 Yayasan Kesehatan Bathesda (YKB)
12 Yayasan Lingkungan Hidup (YALI) Papua
13 Yayasan Pengembangan Masyarakat Desa (YPMD) Papua
14 Yayasan Dusun Anak Papua (YADUPA)
15 ELSHAM Papua
16 Yayasan Trinitas Papua (YATRIPA)
17 Yayasan Pelayanan & Pengembangan Masyarakat Mamberamo Raya (YAPPEMBRA)
18 Lembaga Air Kehidupan (LEMAK) Papua
19 Pusat Kajian & Advokasi Senibudaya Kasuari (PUJIAN Kasuari)
20 Yayasan PengembanganPrakarsa Wirausaha Papua (YPPWP)
21 Lembaga Studi & Advokasi Kemanusiaan Masyarakat Adat (ElSAKMA)
22 Yayasan Inai Jaunggi
23 Delegatus Sosial (DELSOS) Papua (PENDIRI FOKER)

region South (Merauke)

1   Yayasan Santo Antonius (YASANTO)
2   Yayasan Pengembangan Sosial Ekonomi & Lingkungan Hidup (YAPSEL)
3   Yayasan Wasur Lestari (YWL)
4   Yayasan Matahari Kehidupan (YAMAPAN)
5   Forum Partisipasi Masyarakat Merauke (FORPAMER)
6   YSKP Tanah Merah
7   Yayasan Mitra Karya Mandiri (YAMIKARI)
8   Yayasan Alam Lestari Masyarakat Maju & Sejahtera (ALMAMATER)
9   Yayasan Peduli Perempuan & Anak (YAPEPA)
10 Yayasan Partisipasi Pembangunan Masyarakat (YAPARPEM)
11 YAPEMDRA
12 Yayasan Sinar Kasih (YASIKA)
13 Yayasan Suara Kalvari (YASUKA)
14 Lembaga Advokasi Peduli Perempuan Merauke (elAdPPer)

region Central Highlands (Wamena)

1   Yayasan Usaha Kesejahteraan Masyarakat Desa Indonesia (YUKEMDI)
2   Yayasan Humi Inane (YHI)
3   Yayasan Bina Adat Walesi (YBAW)

4	JAPH-HAM
5	Yayasan Sosial untuk Masyarakat Terpencil (YASUMAT)
6	Yayasan Pemberdayaan Masyarakat Pedalaman (YPMP)
7	Yayasan Pemberdayaan Masyarakat Kimnyal (LPMK YahukImo)
8	Yayasan Kristen Pelayanan Sosial Masyarakat Indonesia (YAKPESMI)

region Central Highlands (Timika)

1	Forum Kerja Perempuan Amungsa (FKPAm)
2	Yayasan Peduli AIDs (YAPEDA)
3	Yayasan Cenderawasih Membangun (YCM)
4	Lembaga Bakti Wanita Papua (LBWP)
5	Lembaga Peduli Perempuan El-Gracia (LP2 El-Gracia)
6	Jaringan Perempuan Mimika (JPM)

region Cenderawasih Bay (Biak)

1	Yayasan Rumsram
2	Yayasan Beatrix
3	Yayasan Pemuda Insos Kabor Biak (YAPIKBI)
4	Yayasan Santa Lusia
5	LSM MANGGUNDI

region Cenderawasih Bay (Nabire)

1	Primari
2	Papua Progress
3	Konsorsium Masyarakat Papua untuk Kemanusiaan (Perkumpulan KOMPAK)
4	Yayasan Pelangi Kasih
5	Lembaga Studi Pengembangan Kampung (LSPK)
6	YAKEPMA
7	Yayasan Pelita Kasih
8	Lembaga Dakwah Islam Indonesia (LDII)
9	Dakenat Teluk Cenderawasih
10	Lembaga Bantuan Hukum Tanjung Raya (LBH Tanjung Raya)
11	Yayasan P-5 Moenamani
12	PSW YPPK Tilemans
13	Yayasan Sosial Bina Mandiri (YABIMU)
14	Lembaga Peduli Realita Sosial
15	Yayasan Pesat
16	Jaringan Advokasi Bencana Geologi Papua (JABAG)
17	Lembaga Kesatuan Aksi Sesama Insan Harmoni Papua (KASIH Papua)
18	Poliklinik Santo Rafael

region Cenderawasih Bay (Yapen Waropen)

1	Yayasan Pengembangan Masyarakat Adat Yapen Waropen (YPMA YAWA)
2	Lembaga Pemberdayaan Perempuan Penegak Demokrasi (LP3D)
3	Yayasan Pengembangan Lingkungan Hidup & Pelayanan Masyarakat Sipil Papua(YPLHPMSP)
4	Yayasan Sosial Beroro
5	Lembaga Studi Masyarakat MANNA (LSM MANNA)
6	LPPMTC

7	Yayasan Boanerges

region Bird's Head (Manokwari)

1	Perkumpulan Terbatas Peduli Sehat (Pt. PS)
2	Perkumpulan Terbatas Pengembangan Masyarakat & Konservasi Sumber Daya Alam (Pt. PERDU)
3	Lembaga Penelitian, Pengkajian & Pengembangan Bantuan Hukum (LP3BH)
4	Yayasan Bina Lestari Bumi Cenderawasih (YBLBC)
5	Yayasan Lingkungan Hidup Humoebu (YALHIMO)
6	Perkumpulan Terbatas Mitra Perempuan Papua (Pt. MP2)
7	Unit Gerakan Kampung (UnGKap)
8	Lembaga Data dan Informasi Pembangunan (LDIP)
9	Forum Jurnalis Papua Barat
10	Yayasan Kasih Sayang
11	Perkumpulan Terbatas MODMODEY
12	Forum Mahasiswa Peduli Lingkungan (FORMALIN)
13	Yayasan MIKATEPMOS
14	Yayasan Karya Ujung Bumi (KAUMI)
15	Mnukwar Papua
16	Yayasan Citra Sehat Papua (CSP)

region Bird's Head (Sorong)

1	Yayasan Pengkajian Adat & Lingkungan Vogelkop (YAPALVO)
2	Belantara Papua
3	TRITON
4	Perkumpulan Bantuan Hukum Keadilan & Perdamaian (PBHKP)

region Bird's Head (Fak-Fak)

1	Yayasan Tiara Kasih (YTK)
2	YAMIKO
3	Yayasan Alfa Omega (YAO)
4	Yayasan Sosial Pengembangan Kawasan Timur (YASOBAT)
5	Yayasan Lima Cahaya (YLC)
6	Yayasan Fakfak Sejahtera (YFS)
7	Yayasan Masyarakat Papua Lestari (GEMAPALA)
8	Lembaga Pemberdayaan Ekonomi Rakyat (eLPERA)
9	Yayasan Bina Mandiri (YBM)

appendix 3   studied sources

documents RFN and FOKER
The studied sources could roughly be devided into two main groups: proposals and contracts, and reports. They have been ordered chronologically here.

proposal and contracts

2008

1   Kontrak antara FOKER LSM PAPUA dan Rainforest Foundation Norway (RFN) untuk proyek 'Kajian konflik pengelolaan sumber daya hutan di Tanah Papua' dalam rangka kampanye 'Selamatkan manusia dan hutan Papua', Indonesia
contract between RFN and FOKER, incl. budget (9 pages)

2   Selamatkan Manusia dan Hutan Papua (Kampanye dan Advokasi Pengelolaan Sumberdaya Hutan Berkelanjutan)
proposal from FOKER to RFN (two documents, 37 and 24 pages)

3   Laporan Tahunan untuk mitra proyek Rainforest Foundation Norway (RFN)
RFN formats for annual reporting, workplan, accounting, financial administration (6 pages)

2009 - 2011

4   Kontrak antara FOKER LSM PAPUA dan Rainforest Foundation Norway (RFN) untuk proyek 'Selamatkan manusia dan hutan Papua', Indonesia
contract between RFN and FOKER (5 pages)

5   Formulir aplikasi untuk proyek baru atau kelanjutan proyek sedang berjalan bagi mitra Rainforest Foundation Norway (RFN) - Kampanye dan Advokasi Selamatkan Manusia dan Hutan
application / proposal from FOKER to RFN (15 pages)

2009

6   Rencana kerja tahun 2009: Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
workplan FOKER 2009 (3 pages)

7   Budget 2009
(9 pages)

8   Laporan Tahunan untuk mitra proyek Rainforest Foundation Norway (RFN)
RFN formats for annual reporting, workplan, accounting, financial administration (6 pages)

2010

9   Formulir permohonan tahunan untuk kelanjutan pendanaan proyek bagi mitra Rainforest Foundation Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
annual proposal from FOKER to RFN (5 pages)

10 Rencana Kerja 2010
workplan FOKER 2010 (4 pages)

11 Budget 2010
(11 pages)

2011

12 Formulir permohonan tahunan untuk kelanjutan pendanaan proyek bagi mitra Rainforest Foundation Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
annual proposal from FOKER to RFN (6 pages)

13 Rencana Kerja 2011
   workplan FOKER 2010 (6 pages)

14 Budget 2011
   (15 pages)

2012

15 Formulir permohonan tahunan untuk kelanjutan pendanaan proyek bagi mitra Rainforest Foundation
   Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
   annual proposal from FOKER to RFN (8 pages)

16 Rencana Kerja 2012
   workplan FOKER 2012 (5 pages)

17 Budget 2012
   (10 pages)

2013 - 2015

18 Formulir aplikasi multi-tahun untuk proyek baru atau kelanjutan proyek sedang berjalan bagi mitra
   Rainforest Foundation Norway (RFN) - Advokasi Kebijakan: Perlindungan dan Penguatan Hak-Hak
   Masyarakat Adat Papua
   application / proposal from FOKER to RFN (29 pages)

19 Rencana Kerja 2013
   workplan FOKER 2013 (5 pages)

20 Budget 2013
   (10 pages)

reports

2008

21 Laporan Tahunan untuk mitra proyek Rainforest Foundation Norway (RFN) - Selamatkan Hutan dan
   Manusia Papua (Kampanye dan Advokasi Pengelolaan Sumberdaya Hutan Berkelanjutan)
   annual report FOKER to RFN (10 pages)

22 Laporan Rencana Kerja
   report workplan 2008 (4 pages)

2009

23 Laporan Tahunan untuk mitra proyek Rainforest Foundation Norway (RFN) - Selamatkan Hutan dan
   Manusia Papua (Kampanye dan Advokasi Pengelolaan Sumberdaya Hutan Berkelanjutan)
   annual report FOKER to RFN (10 pages)

24 Accounts for the period: 01 January - 31 Desember 2009
   financial balance 2009 (4 pages)

2010

25 Laporan perkembangan proyek januari-desember 2010 untuk mitra proyek Rainforest Foundation
   Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
   annual progress report FOKER to RFN (28 pages)

26 Budget for the period: 2010
   (3 pages)

2011

27 Laporan perkembangan proyek januari-desember 2011 untuk mitra proyek Rainforest Foundation Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
annual progress report FOKER to RFN (26 pages)

28 Budget for the period: 2011
(4 pages)

2012

29 Laporan perkembangan proyek januari-desember 2012 untuk mitra proyek Rainforest Foundation Norway (RFN) - Advokasi dan Kampanye Selamatkan Manusia dan Hutan Papua
annual progress report FOKER to RFN (15 pages)

30 Financial report for the period 1 January - 31 Desember 2012
(3 pages)

other sources

31 Laporan evaluasi FOKER Papua. Diserahkan ke HIVOS dan ICCO 19 September 2007. Wilarsa Budiharga en Erlinda M. Panisales.

32 Environmental and Socio-Economic Baseline study - Papua, Indonesia. Study 4/2009. Norad - Evaluation Department.

33 The UN Global Compact-Accenture CEO Study on Sustainability 2013 - Architects of a Better World. UN Global Compact and Accenture Management Consulting, 2013

34 Observations and recommendations for FOKER Network in preparation for Strategic Planning and General Elections of Secretary and Steering Committee August 2012. E. Brouwer, August 2012

35 Statuta FOKER LSM Papua, 2012.

36 Master Plan Foker LSM-Papua Periode 2013 - 2028. Tim Penyusun. (two versions: September 2013 - October 2013)

appendix 4   guiding questions / remarks evaluation cooperation RFN - FOKER

1 from the ToR plus additions

Project and Activities

T1   What is the evaluation team's assessment of the advocacy that has been carried out?

T2   What is the evaluation team's impressions of the added value of the two Save the People and Forest of Papua congresses organized by FOKER in the period covered by the evaluation, as expressed by participants and documented by post-congress material?

T3   What is the impact of the project activities towards the indigenous communities of Papua and West Papua provinces?

T4   Given the sensitive political context in Papua and West Papua provinces, how is FOKER able to defend the interests of its target groups?

Project Management and Implementation

T5   What is the evaluation team's assessment of the quality of the formal project documents and FOKER's capacity to formulate them?

T6   How are the internal routines for monitoring and evaluation functioning?

T7   Is the FOKER head office in Jayapura sufficiently staffed to manage the project? To what degree did FOKER and its members/ partners possess the necessary capacity to carry out the research and documentation work in the early stages of the project?

T8   What is the role of the *koordinator wilayah* in project implementation? How has this position worked with regards to its intended function?

T9   To what degree is the gender perspective integrated into project design and implementation?

Organization and Structure

T10 What is the role of the steering committee? How is the steering committee functioning with regards to its intended role?

T11 What are the strengths and weaknesses of the organizational structure, decision-making structures and structures and routines for following up and implementing decisions?

FOKER and RFN Partnership

T12 How is the cooperation between RFN and FOKER functioning?

T13 What kind of assistance/follow-up from RFN would be most helpful?

T14 What analysis has been made by RFN in order to judge the project proposal by FOKER, and FOKER's organizational structure and management?

2 guiding questions and remarks prepared by evaluation team

Kegiatan Advokasi

M1   Kegiatan advokasi apa yang dinilai sudah berhasil dan sukses mencapai target?

M2   Apa faktor-faktor penting yang dianggap mempengaruhi keberhasilan advokasi tersebut?

M3   Kegiatan advokasi apa yang dinilai masih belum mencapai hasil yang diharapkan?

M4   Apa faktor-faktor penting yang dianggap mempengaruhi belum berhasilnya kegiatan advokasi tersebut?

M5   Secara umum apa target dan sasaran akhir dari advokasi yang dilakukan oleh FOKER Papua?

M6 Sejauh mana target dan sasaran akhir dari advokasi telah berhasil dicapai ?

M7 Apa kekuatan dan kelemahan dari kegiatan advokasi yang telah dilakukan oleh FOKER Papua?

Kongres Selamatkan Hutan dan Rakyat Papua

M8 Apa yang menjadi latar belakang dilaksanakannya Kongres "Selamatkan Hutan dan Rakyat Papau" yang pertama dan kedua?

M9 Bagaimana isu dan agenda yang akan dibahas dalam kongres pertama dan kedua dirancang dan dipersiapkan?

M10 Bagaimana proses rekrutmen peserta kongres pertama dan kedua dilakukan?

M11 Apa target yang diharapkan dapat dicapai dari kegiatan kongres pertama dan kedua?

M12 Apa yang menjadi keberhasilan penting yang telah dicapai dari kegiatan kongres pertama dan kedua?

M13 Apa yang dianggap belum berhasil dicapai dari kegiatan kongres pertama dan kedua?

M14 Apa yang menjadi kekuatan dan kelemahan kongres sebagai strategi advokasi di Papua?

Dampak Proyek

M15 Siapa yang menjadi penerima akhir dari dampak proyek yang dilaksanakan oleh FOKER Papua?

M16 Bagaimana kondisi penerima dampak akhir tersebut sebelum dan setelah palaksanaan proyek?

M17 Apakah FOKER Papua melakukan konsultasi dengan penerima dampak akhir mengenai pelaksanaan proyek dan bagaimana konsultasi itu dilakukan?

M18 Dampak penting apa yang dianggap berhasil dicapai dari kegiatan advokasi yang selama ini dilakukan oleh FOKER Papua?

M19 Apa pengaruh dampak tersebut terhadap penerima dampak akhir?

M20 Kegiatan advokasi apa yang dianggap mempunyai pengaruh besar terhadap penerima dampak akhir?

M21 Apa kekuatan dan kelemahan dari advokasi yang dilakukan selama ini dalam memberikan pengaruh terhadap penerima dampak akhir?

Kebijakan nasional, provinsi dan kabupaten yang mengakui dan melindungi hak-hak masyarakat adat Papua

M22 Kebijakan apa di tingkat nasional, provinsi, dan kabupaten yang dianggap bisa mengakui dan melindungi hak-hak dan tanah masyarakat adat Papua?

M23 Apa saja kebijakan yang sudah ada sekarang yang terkait dan mengatur keberadaan dan hak-hak masyarakat adat Papua?

M24 Bagaimana pendangan FOKER tentang Perdasus Papua (Perdasus N0.21/2008 tentang Pengelolaan Hutan Berkelanjutan di Provinsi Papua dan Perdasus No.23/2008 tentang Hak Ulayat Masyarakat Hukum Adat dan Hak Perorangan Warga Masyarakat Hukum Adat atas Tanah)?

M25 Apakah kebijakan tersebut sudah cukup memadai untuk pengakuan dan perlindungan hak-hak masyarakat adat Papua?

M26 Bagaimana hasil drafting Perdasus di Provinsi Papua Barat (Perdasus Masyarakjat Hukum Adat dan Pengelolaaan dan Pemanfaatan SDA dan Perdasu Pengelolaa Hutan Bersama Masyarakat Hukum Adat)?

M27 Bagaimana hasil lobby FOKER ke beberapa kabupaten (Pemda Kab. Manokwari, Teluk Wondana, Sorong, Biak, Nabire, Sarmi, Fak-Fak, Timika, Raja Ampat, Sorong Selatan, Wamena, Yahukimo)?

M28 Bagaimana hasil hasil masukan FOKER pada SK Gubernur tentang IPHHK-MHA?

M29 Dari seluruh advokasi kebijakan yang dilakukan FOKER, advokasi kebijakan apa yang dianggap telah mencapai hasil yang diharapkan?

M30 Faktor apa yang mempengaruhi keberhasilan tersebut?

M31 Apakah kebijakan tersebut dianggap sudah cukup memadai untuk mengakui dan melindungi hak-hak masyarakat hukum adat Papua?

M32 Apa kekuatan dan kelemahan dari advokasi kebijakan yang telah dilakukan oleh FOKER selama ini?

Manajemen dan Pelaksanaan Proyek

M33 Berapa jumlah staf FOKER yang terlibat langsung dalam pelaksanaan proyek?

M34 Bagaimana struktur organisasi pelaksanaan proyek sampai di tingkat NGO mitra FOKER dan bagaimana pembagian tugas dalam struktur tersebut?

M35 Bagaiman prose pengambilan keputusan dilakukan pada setiap tingkat dalam pelaksanaan proyek?

M36 Apakah personalia yang terlibat dalam pelaksanaan proyek sudah pernah mengkuti pelatihan-pelatihan dan atau berpengalaman dalam pengelolaan program?

M37 Apakah ada format pelaporan dan panduan untuk melakukan studi?

M38 Apakah ada kegiatan suvervisi dan bimbingan yang dilakukan secara reguler oleh kantor pusat FOKER kepada NGO mitra?

M39 Apakah ada pertemuan reguler pada setiap tingkat untuk melakukan evaluasi perkembangan proyek?

M40 Apa hambatan yang dirasakan selama ini dalam manajemen dan pelaksanaan proyek?

M41 Bagaimana disain proyek dan   proses rekrutmen setiap kegiatan memungkinkan keterlibatan perempuan dalam setiap kegiatan?

M42 Bagaimana komposisi laki-laki dan perempuan dalam personalia staff kantor pusat, personalia manajemen proyek dan pelaksana proyek di lapangan?

M43 Bagaimana peran perempuan dalam proses pengambilan keputusan di dalam kantor pusat, dan manajemen proyek?

Organisasi dan Struktur

M44 Bagaimana struktur organisasi FOKER Papua dan bagaimana hubungan antara perangkat organisasi di dalam struktur tersebut?

M45 Apa yang menjadi tugas, tanggung jawab dan kewengan dari setiap perangkat organisasi?

M46 Berapa kali dalam setahun masing-masing perangkat organisasi bertemu dan keputusan apa yang bisa diambil oleh masing-masing perangkat organisasi?

M47 Bagaimana hirarki pengambilan keputusan di dalam FOKER Papua?

M48 Sejauh mana perangkat yang lebih tinggi bisa melakukan intervensi terhadap perangkat yang lebih rendah dalam proses pengambilan keputusan?

M49 Apakah ada kegiatan supervisi dan evaluasi yang dilakukan oleh perangkat yang lebih tingggi kepada perangkat yang lebih rendah?

M50 Apakah ada laporan dan format laporan periodik yang diberikan oleh perangkat yang lebih rendah kepada perangkat yang lebih tinggi?

M51 Apa hambatan yang dihadapi selama ini dengan struktur organisasi yang ada sekarang?

M52 Apakah ada usulan dan rekomendasi untuk perbaikan struktur organisasi?

FOKER dan RFN

M53 Berapa kali dalam setahun ada selama periode bantuan Staff RFN melakukan kunjungan ke FOKER Papua dan meninjau pelaksanaan proyek di lapangan?

M54 Apakah ada masukan untuk perbaikan kerjasama antara FOKER dan RFN ke depan?

3 there are three main aspect that can be assessed:
- stakeholders
- programme's goal
- performence of the programme.

Therefore indicators are important in order to ensure that the programme's objectives are achieved.

four framework components
- *Conformity*

    Is the program following the design which was developed before?

    Is the impact of the programme in line with the expected results?

- *Rational Process*, this component holds three areas:

    <u>Completeness</u>

    Is the programme design based on knowledge and enough information on forehand, and are there any alternative solutions to evaluate those (information, data or knowledge)?

    <u>Consistency</u> in applying and using methodologies

    <u>Participation</u>

    Has the programme significant impact on the targeted beneficiaries?

    Does participation of the target groups encourage them to come up with a critical decision?

- *Optimality ex-ante*

    Can action strategies be implemented optimally? If not why?

    To assess this point, it better to examine the link between the programme's goal and all the instruments that are used to achieve the goals.

- *Optimality ex- post*

    Have all the strategies and actions of the design been able to influence the programme's objectives and implementation significantly?

appendix 5   itinerary evaluation team

period visit Papua

11 - 30 November 2013

team members

Els Tieneke Rieke Katmo	- Manokwari
Muayat Ali Muhshi	- Jakarta
Marc Argeloo	- Amsterdam

itinerary

Mo 11 Nov	Marc Argeloo	travel Amsterdam / Jakarta
We 13 Nov	Els Katmo	travel Manokwari / Jayapura
	Muayat Ali Muhshi	travel Jakarta / Jayapura
	Marc Argeloo	travel Jakarta / Jayapura
	preparatory meeting Muayat - Marc, phone Marc - Els	

Th 14 Nov   preparatory meeting evaluation team (Els Katmo, Muayat Ali Muhshi, Marc Argeloo)

introduction meeting evaluation team with Steering Committee, staff, participants FOKER, incl. presentation former Executive General and present Chairman Steering Committee, Septer Manufandu

interview evaluation team Kenny Mayabubun, Abner Mansai (staff FOKER)

preparation evaluation documents

Fr 15 Nov	interview Els	Lucia Erni Indahwati Gewiess (coordinator FOKER working group Women, Children, Health, HIV / AIDS)
	interview Els	Anita Hermayanti (cashier, Finance Department FOKER)
	interview Els	Frederika (Friet) Tauran (assistant Executive General FOKER)
	interview Els	Verry Kombunge Dabla (staff communication and information FOKER)
	interview Muayat	Mience Uduwas (SC FOKER 2005 - 2009)
	interview Muayat	Markus Kayoi (SC FOKER 2005 - 2012)
	interview Muayat	Aston Situmorang (coordinator area Yapen 2009 - 2011)
	interview Muayat	Kuncoro (NGO FORKAM)
	interview evaluation team	Kenny Mayabubun, Abner Mansai
Sa 16 Nov	interview Muayat	Zadrak Wamebu (SC FOKER 2000 - 2003, former director PT LSM Indah, company JUBIL)
	interview Muayat	Lyndon Pangkali (PT PPMA, participant FOKER)
	interviews Els	cancelled, no persons present
	interviews Marc	cancelled, no persons present
Su 17 Nov	meeting evaluation team (discussing temporary results and approach coming days)	
Mo 18 Nov	Focus Group Discussion did not take place because of lack of participants	

	interview Els	Fientje S. Jarangga (SC FOKER; coordinator TIKI (NGO Papuan Women's Human Rights Network, participant FOKER)
	interview Muayat	Yusman Conoras (SC FOKER; NGO ALDP Alliance for Democracy Papua, participant FOKER)
	interview Marc	Tahi G. Butarbutar (SC Foker 2009-2012; NGO YPKM Foundation for the Development of the People's Health in Papua, participant FOKER)
Tu 19 Nov	Els Katmo	travel Jayapura / Manokwari
	Muayat Ali Muhshi	travel Jayapura / Nabire
	Marc Argeloo	travel Jayapura / Merauke
	interview Els	Andi Saragih (NGO Mnukwar, participant FOKER)
	interview Els	Sena Adji (NGO Kamuki, partner FOKER)
	Marc Argeloo	meeting Ms. Meicy Sarbunan and Ms. Agatha Balagaize, preparing interviews
	Muayat Ali Muhshi	meeting Ms. Yuniati, KOMPAK, perparing interview and Focus Group Discussion
We 20 Nov	interview Els	Mudjianto (Reginal Coordinator Bird's Head, NGO Perdu, participant FOKER)
	interview Els	Jason Mansawan (NGO YALHIMO, participant FOKER)
	interview Marc	Yago Bukit (SC FOKER, region south; director NGO Yasanto)
	interview Marc	Zakarias Kelyaun (NGO YAPPEMDA, participant FOKER)
	interview Marc	Micheal Pure (NGO ABBA, no participant, nor partner)
	interview Marc	Ronny Imkota (NGO YAPARPEM, participant FOKER)
	interview Marc	Maria Yekbat (WWF Forest Officer, partner FOKER)
	interview Marc	Harrie Woersok (SKP, no participant, nor partner)
	interview Muayat	Thomas (NGO Primari, participant FOKER)
	interview Muayat	Ambrosius Tege (NGO YABIMU, participant FOKER, Chair Research Team 2008 Nabire)
	interview Muayat	Bram (NGO Progress Papua, participant FOKER)
Th 21 Nov	interview Els	Yoso (SC Papua Barat, NGO LDIP, participant FOKER)
	interview Els	Esau Yaung (NGO Paradisea, mitra FOKER)
	interview Marc	Gregorius Teguh Raharyo (NGO Esculaap, participant FOKER)
	interview Muayat	Hendrik (member DPRD (Regional Parliament) Region Nabire)
	interview Muayat	Jhon (Head Department Mining, Energy and Mining Service, Region Nabire)
	interview Muayat	Doga (Secretary Forestry Service, Region Nabire)
	interview Marc	Beatrix Gepse (NGO ELADPPER, participant FOKER)
	interview Marc	Meicy Sarbunan (NGO YWL, participant FOKER)
Fr 22 Nov	interview Els	Yan Christian Warinusi (NGO LP3BH, participant FOKER)
	interview Muayat	Martinus (former Secretary Forestry Service Nabire)
	interview Muayat	Jhohanes Kobepa and Alfinus Anoka (NGO LPMA SWAMEMO, partner FOKER)
	Marc Argeloo	meeting WWF Merauke

Sa 23 Nov	Els Katmo (supported by Andi Saragih)	Focus Group Discussion Manokwari (7 participants)
	Muayat Ali Muhshi	Focus Group Discussion Nabire (8 participants)
	Marc Argeloo	preparing report
Su 24 Nov	Els Katmo	travel Manokwari / Jayapura
	Muayat Ali Muhshi	travel Nabire / Jayapura
	Marc Argeloo	travel Merauke / Jayapura
	meeting Marc Argeloo - Geir Erichsrud (RFN), Sentani	
	meeting evaluation team (discussing field visits, preparing approach coming days, incl. presentation 27 Nov.)	
Mo 25 Nov	interview Els	Musa Abubar (JUBI magazine)
	interview Marc	Benja Mambai (director WWF Papua, partner FOKER)
	interview Muayat	Yan Ormusray (Head Kadushut and Conservation Papua Province)
	interview Muayat	Edy (NGO LPMA Port Numbay, partner FOKER)
Tu 26 Nov	interview evaluation team	Lien Maloali (Executive Secretary FOKER)
	interview Muayat	Edy Michelis (NGO SKPKC, participant FOKER)
	interview Muayat	Zadarudin (Staff FOKER, research officer)
	interview Marc	Leo Imberi (NGO YADUPA, participant FOKER)
We 27 Nov	evaluation team	Focus Group Discussion FOKER (13 participants, incl. Robert Mandosir, Cicilia Sokoy)
Th 28 Nov	Els Katmo	travel Jayapura / Manokwari
	Muayat Ali Muhshi	travel Jayapura / Jakarta
	Marc Argeloo	travel Jayapura / Jakarta
Fr 29 Nov	evaluation team	preparing questionnaire Jakartan NGO's contacting Jakartan NGO's
	Marc Argeloo	preparing report
Sa 30 Nov	Marc Argeloo	travel Jakarta / Amsterdam

appendix 6   overview general goals

	yearly application	contract	narrative report
first cooperation **2008**		increase the capacity of civil society in Tanah Papua on advocacy for the recognition and protection of customary rights of communities within the policy of the development of forest resources	existence of recognition and protection of customary rights within policy development on forest resources with indicators: (1) improvement policies in forestry sector acknowledging and protecting ownership over customary rights, (2) synchronization of natural resources policies, (3) improvement quality of life local communities
second cooperation **2009 - 2011**	undertake conservation and protection of natural Papuan forest, which constitutes a world heritage site, within the efforts of decreasing CO2 emissions in the atmosphere through REDD mechanisms	strengthening the capacity of local communities and civil society organizations in 7 traditional regions and 5 FOKER regions to conduct forest and land conservation applying local wisdom and REDD mechanims	
2009			existence of recognition and protection of customary rights within policy de-velopment on natural forest resources with the following indicators applied: (1) or-ganization of traditional com-munities and civil society or-ganizations in 7 traditional areas in Tanah Papua; (2) improve policies in forestry sector, that acknowledges and protects rights of traditio-nal communities: (3) synchro-nization of natural resource management policies
2010	undertake advocacy, lobby and campaiging 'Save the People and Forests of Papua'		undertake advocacy, lobby and campaiging 'Save the People and Forests of Papua' at various levels as a form of strategy to spread information publicly and push for policy reform
2011	undertake consolidation and education and critical awareness by traditional Papuan communities and public to create local initiative within forest and land conservation as a form of strategy within the campaign 'Save the People and Forests of Papua'		undertake advocacy, lobby and campaiging 'Save the People and Forests of Papua' at various levels as a form of strategy to spread information publicly and push for policy reform
extension	undertake advocacy towards		undertake advocacy towards

first cooperation 2012	traditional Papuan communities to create an active rol within the development of Papua Land of Peace from within different aspects of life as a form of strategy within the campaign 'Save the People and Forests of Papua'		traditional Papuan communities to create an active rol within the development of Papua Land of Peace from within different aspects of life as a form of strategy within the campaign 'Save the People and Forests of Papua'

appendix 7   summary external evaluation FOKER 2007

FOKER defines its missions as facilitating for an integrated approach for increased capacity of participant organizations geared towards strengthening local institutions (traditional and community based institutions; strengthening the existence of FOKER as a forum of Papua NGOs advocating changes in public policies supported by critical researches; developing information and documentation center in support to capacity building and public advocacy programs; and mobilize at local, national and international support for program implementation.

The Executive body played a crucial role of implementing the mandates of the General Assembly/FOKER Participants Plenary Meeting which is the highest decision making body of FOKER. The mandates were translated into strategic program plan through Strategic Planning process. The core program of FOKER is Public Policy and Cases of Human Rights of Violations Advocacy. In doing its advocacy work, five (5) Advocacy Working Groups *(1. Law and Human Rights Working Group, 2. Good Governance and Democracy Working Group, 3. Natural Resources (forest, marine, land and mining) Management Working, 4. Mother and Child Health, and HIV/AIDS Working Group, and 5. Women Working Group)* are formed from participant organizations/NGOs. The secretariat and advocacy working groups involved other NGOs and institutions both local and national in the advocacy activities. The two other FOKER programs: Capacity Building of the Regions Program, and Information and Communication Network Development Program support the core program.

The overall objective of the external evaluation is to identify strengths, weaknesses, opportunities and threats in FOKER's Program and to provide recommendations on how to strengthen the program. More specifically, the aims are:
1. To assess the quality of the program and the impact of FOKER's activities.
2. To assess internal factors (organizational aspect) those contribute to or impede the success of the organization.
3. To assess external factors (institutional aspect) that contributes to or impedes the success of the organization.

This evaluation found out that there are significant outputs achieved during the first half of the project implementation. At the program level: (a). Seven (7) drafts of alternative public policy, city local government regulations and legal drafts which are operational instruments of Law No.21/Yr 2001 on Special Autonomy status for Papua province; (b). in advocating cases of Human Rights violations, has come into understanding/agreements in providing legal assistance to the victims as well as releasing political stance/statements to mobilize massive support to pressure legal authorities to protect the victims, and act according to standards and procedures in respect to human rights; (c). Capacity Building of the regions programs came – up with documented analysis on capacities of participant organizations and regions spread in 11 cities and districts in Papua, document on Capacity Building Concept and Strategy for Civil Society and was socialized, formulated advocacy strategy at regional level, database of participant organizations, partners organizations and facilitators and their expertise, (d). revitalization of Tabloib JUBI since March 2007, Podium newsletter published every 3 months and distributed to participant and partner organizations, website is operational and upadated daily with news and political and social trends analysis every three (3) months, community radio in Yoka - Waena, data on huma rights violations, draft of book for publication on "Refleksi Organisasi Masyarakat Sipil di Papua" entiled" *Perlawanan Kaki Telanjang*", dll, (e). Developed concept on Papua Room, and (f). Gender principles are integrated signifcantly into the organization and program as can be indicated by: Gender justice and democracy are core values of FOKER's vision and mission and explicitly written in the vision statement; proportional representation of women in the decision making processes during PPF; accommodated women's issues and not subordinated by men's and other more general issues as exemplified by the formation of Advocacy Working Groups (Women; and Mother and Child Health/MCH, HIV/AIDs);

Advocacy work by Women Advocacy Working Group succeeded in influencing budget allocation of 3,28% (equal to an amount of IDR 30 billion, highest proportion compared to other budget items under Special Autonomy Law) through Special Local Policy (Perdasus) No.1/2007, Article 5; Mother and Child Health Advocacy Working Group provided input to provincial/ocal policy draft on Health Service delivery and Nutrition (gizi); drafted legal draft on Domestic Violence for Jayapura city; and document on data on situation about access, kontrol, participation and benefits of women to development decision making process and over development resources. At the organizational level among others: financial, secretariat administration and personnel management (including staff performance appraisal/review) systems and procedures in place and working, decision making system and procedures through PPF and secretariat meetings working with some areas to improve on; Research and Development Unit recently put in place,and monitoring and evaluation framework designed ready for use by the secretariat and participant organizations in the next 1 or 2 months.

However, this evaluation also found out that there are weaknesses at both levels (program and organization) that have to be addressed as they are potential to impede the success of the forum. At the program level, "corong" function is not much effective as it does not clearly amplifying voice of the voiceless and or articulating the advocacy issues, lack of clear advocacy work mechanism, advocacy at district level in the regions is weak as well as advocacy capacities of the participant organizations and regions; no concrete example yet of policy and practice change since influence in the public policies are not supported by implementation policies; ineffective and weak participation of the regions in the planning, monitoring and evaluation of FOKER's work; weak leadership and caderization in the region; capacity building concept and strategy not yet translated into operational and implementative guidelines; working relationship with partners in dealing issues for advocacy is more of individual and incidental rather than institution to institution and not managed well; relationship with initiated institutions (PCSSF, AFP3, and Training Centre) does not lead yet to synergy and sustainability of capacity building initiatives; Papua room concept developed from experience in strengthening participant organizations and regions has some weaknesses like lack of analysis on Papua room instruments (particularly the hard instruments) "position" with other existing strategic media and unclear segmentation of target audience; and usefulness of information disseminated and other information needed not delivered which are crucial to the continuity of participant organizations programs. Those related to organizational aspects: power sharing concept as a totality of 'governance' not well understood; weak functioning of SC; Working relationship between SC and SE less effective; decision making procedures and roles and functions attached to changing FOKER's structures not well defined (like selection and election of SC members representatives from regions, and mechanism in selection and approval of membership); less effective PME systems and procedures; less defined "structural" relationship within the organization or the future direction of FOKER's organizational structure as part of capacity building which should lead to the *OtRe-* 'Otonomi Regio' (autonomous FOKER in each Region) and to the United FOKERs of Papua; *and* fundraising and sustainability issues. FOKER's weaknesses on integrating Gender principles into program and organization includes: weak internalizations of gender principles into the work and organization; no workable advocacy framework by design in accessing gender budget and advocating for democratic and gender responsive public policies; unconsolidated of women groups and organizations in the regions, weakened women's organization due to limited access to funding, information on gender and women's issues and organization to network with.

Outlined below are recommendations related to both its work and as a forum to further improve the performance of FOKER.

Those related to Improving FOKER's Performance

- *Public Policy and Cases of Human Rights Violations Advocacy Program Strategy*

- For FOKER to strengthen its function as "corong" in advocating prioritized public policy and cases of human rights violations.
- *For increased effectiveness of the advocacy work and functions of the five (5) Advocacy Working Groups:* FOKER has to develop clear work mechanisms within the different advocacy working groups; to improve flow of communication between the secretariat and participant organizations, between and among participant organizations, and within the participant organization; and to close competence gap between top and middle level managers (senior and junior activists) for effective caderization, and encourage/support the formation of advocacy working groups at the regions dependent on the priority development issues dealt with by participant organizations in the region.
- Furthermore, to develop economic issue and public policy advocacy working group to work specifically pro-poor economic policies and issues to hasten economic development in Papua or at least to make economic development as a dimension in the advocacy work of the 5 existing Advocacy Working Groups.
- To generate active participation of the participant organization in each region in FOKER's advocacy work at the same time facilitate consolidation in each region to take active role in advocating issues at the district level and monitoring of local government's policy implementation and peoples empowerment.
- To hold **Periodic Conference on Papua Development** for critical analysis of Papua development issues, strengthening of social base and as forum involving a broad range of stakeholders to come into a clearly defined cooperation like with INFID and as a strategy to generate support from organizations that have stake in Papua Development issues at regional, national and international, including multi – stakeholders/lateral organizations **like UNDP**.

- *Capacity Building of the Regions Program Strategy*

- To work towards a federative relationship /organizational structure in the future as a capacity building strategy that can facilitate clear capacity building direction for the 5 regions and process of authority and responsibility delegation. This will pave the way to autonomous regions and formation of the **United FOKERs of Papua**. (*related to second recommendation above on organization aspect, in italic fonts).*
- To address priority capacity building needs based on context of each region by intensifying Pre – SP at each region, developing and activating advocacy working groups at each region based on priority/strategic advocacy issues, developing clear mechanism on the working relationship between secretariat and regions by intensifying support and inform relationship between the Executive Secretary, region coordinators and participants within each region.
- To increase the effectiveness of Pre – SP at each region as part of the FOKER SP process and to develop a standard Pre – SP mechanism through facilitation services that is integrated into the PME system being developed that demands participation of the regions in the planning, monitoring and evaluation of FOKER's work.
- To clarify mechanism on authority and responsibility delegation to the region coordinators in accordance to the increasing capacities of the region.
- To pressure on to Civil Society Capacity Building Working Team (who was given the tasks of translating the Capacity Building Concept and Strategy into Operational Guidelines) to function as soon as possible. For the Steering Committee to write to a letter to the Executive Secretary cc to the Working Team as part of the supervisory function of SC.
- To clarify institution to institution link/working relationship between capacity building institutions (PCSSF, AFP3, and Training Centre) and with FOKER to guarantee synergy and sustainability of capacity building initiatives.

- *Information and Communication Network Development Program Strategy (Papua Room)*

- To clarify segments of target audience/strategic groups of the different media used and developed.
- To include in the periodic current Political Trends analysis, analysis of the implications, potential impacts/impacts to the work of the participant organizations.
- To periodically provide participant organizations with up – to date information on funding agencies and their strategic priorities classified according to participant organizations program focus.
- To further contextualize and sharpen **Papua Room concept** by clarifying the "position" with other existing strategic media.
- Podium and Jubi as instruments for information dissemination and exchange should be strengthened by inclusion of some kind of Main Report/Investigative Report containing thematic issues in the regions done alternately.

Those related to Organizational Aspects (Internal Factors)
FOKER's Capacity Building Strategy (forum and secretariat) determines and influences achievement FOKER's program.

- *Governance*

- To increase understanding about General Assembly/FOKER Participants Plenary Meeting (PPF), Steering Committee (SC) and The Executive Body (SE) as a totality of 'governance', and that SC and SE are 2 structures of the organization in equal position responsible to PPF that should be understood and "power sharing' as new organizational behavior and practice.
- To intensify working relationship between Head of SC (as head of the Supervisory Body) and SE (as head of the executive Body).
- SC as a body in exercising its supervision function to intensify and work effectively by providing written feedback to the periodic report of the executive in accordance to FOKER's rules and regulations.
- System and procedure in selection and election of SC members - representatives from regions' should be reviewed. Region representative to SC should be settled at the respective regions' process of selection and election of representative to SC.
- Pra - SP should be conducted by and at each region before PPF.
- For future development of FOKER, to consider developing the concept of senate (wali amanah) to represent the participant organization to PPF and region representative to SC. in preventing conflicts of interest

- *Membership to FOKER*

- Selection and determination of participant organization to FOKER to be settled in the region and subject for approval at PPF after sufficient verification by FOKER (SC and SE).

- *Support Facility for SC to perform its function*

- Secretariat to make available space/room at the secretariat for SC to perform its tasks functions for productive work and communication.

- *Establishment of Research and Development Unit*

- The unit should be designed as PME - based that focuses its work ensuring that the PME system is in place and effectively working in providing information on achievements overtime; lessons learnt; best practices; and identification of capacity building needs, strategies and other

emerging issues. The present FOKER's PME system should be linked with the plan of establishing this unit. In addition, this unit should be a structure of the organization that manages policy development, and development and learning needs.

- *Staff Performance Appraisal*

- To integrate in the Staff Performance Appraisal system measurable work achievements. Furthermore, to use its results as basis in developing aggressive staff development plans, reward and sanctions systems where opportunities for staff to participate in staff development is one of the forms of reward.

- *The Future Organizational Structure/Pattern of Relationship*

- To develop the future organizational structure/pattern of relationship between FOKER LSM Papua and Regional FOKER LSM as a federational structure/pattern of relationship. (From FOKER LSM Papua to United FOKERS of Papua). This federational structure will further strengthen both, the regional FOKER LSM as an autonomous network/forum of the regional participants and FOKER as a whole as United FOKERs of Papua with more clear division of tasks.
- For the time being, for regions like South Region (Merauke) where NGO forum exist (Forpamer), to clarify and define working relationship to avoid duplication of roles and functions. And, in regions that are geographically stretched, and with divided mode of transportation and communication like Kepala Burung (Manokwari, Sorong dan Fakfak) region, to increase coordination and do consolidation exploring possibilities like forming sub- regions.

- *Fundraising and Sustainability*

- To find alternatives "formulations" to realize for participant organizations' contribution that is in fact an important element in the exercise of rights and responsibility rather than mere pro - forma.
- To initiate a round table talk with PCSSF and PC Fund to formulate clear work cooperation mechanism/guidelines.
- Diversify sources of funding and work towards obtaining long term commitments on the minimum support for medium - term plans.
- To develop further a Liquidity Reserved Fund from or aside from the existing Special Reserved Fund/ Endowment Fund) in overcoming the continuous problems of Cash-Flow, which often has a serious effects in the implementation of the critical program activities due to the delays or inconsistent time-schedules.
- To consider developing an entry-exit policy from funding agencies like reward-scheme-seed capital, endowment fund model with due consideration of consequent implications.
- Revisit JUBI's business plan. JUBI should be managed as a self – propelling media institution.

- *Gender Perspective in FOKER*

- For Women Advocacy Working to continue its advocacy on policy on implementation of 3.28% budget allocation. Design a workable advocacy framework on influencing and accessing gender budgets; and influencing public policies to be more gender responsive and democratic.
- Intensify working relationship/collaborations with the National Commission on Violence against Women (Komnas Perempuan), other Women's Organizations and Papua Women Network in developing a strategic partnership with the MRP (Majelis Rakyat Papua) in efforts of putting the agenda of prevention of violence against women into the main stream of Development in Papua. Considering that the one-third of MRP's member are women and, given the fact that

FOKER has assisted/facilitated the MRPs' Strategic Planning, this collaboration will have a strategic potential impact.

- To further internalize gender justice and democracy as core values in the vision and mission of FOKER within the *advocacy* and *capacity building* work. It can be done by formulation of critical analysis, and systematic planning, monitoring and evaluation of the advocated issues using gender mainstreaming into development programs and policies indicators which are participation (quantity and quality), access, control, and most importantly _benefit_ by the poor (women and public) as the target of development.
- Encourage, facilitate, and support consolidation of women's organization network in Papua and advocacy on women's rights and empowerment initiatives (campaigns and monitoring of implementation of Law on Domestic Violence for protection and prevention of violence against women in Papua.
- To provide more facilitation services and capacity building support to participant organizations working on women's and child's rights/issues who have sources funding problems, lacking capacity to consolidate women network and advocacy work.

Those related to Institutional Aspects (External Factor)

- Establish an institution to institution working relationship with partners and other institutions.
- Formulate a clear policy of engaging with the government institutions (local and national), government as target of change and on the other hand source of funding. It is necessary that in engaging with the government institutions, critical perspective is maintained.
- To consider further collaboration with UNDP-Papua for more effective spending funds allocated for civil society empowerment and particularly to support implementation of the FOKER's Civil Society Organizations' (OMS) Capacity Building Concept and Strategy.
- To make use of the existing national support network for Papua in a more effective and efficient way by: implementing consistently the agreed decisions made during the last 3-5 July 2006 conference on "The 25th Year Civil Society Movement in Papua"; to increase and improve coordination, and clarifying the division of functions, tasks; roles and responsibilities among the national support organizations.
- To make use of the existing forum like different forum like **Conference on Papua Development** and FOKER as '**melting point'** as alternatives in gaining support from different organization. Division of work and roles and critical inputs on Papua Development are important now and in the future.