

**Silva Papua
Lestari
Evaluation
Report 2020**

for

**Rainforest Foundation
Norway**

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Abbreviations and Local Terms

adat	customary
BAPPEDA	Regional Planning Agency
BIG	Geospatial Agency (<i>Badan Informasi Geospasial</i>)
Bupati	Regent/Head of Regency (<i>Kabupaten</i>)
dusun	hamlet (in context, this is the traditional village
kampung	village
KLHS	Kajian Lingkungan Hidup Strategis/Strategic Environmental Assessment
LMA	Lembaga Masyarakat Adat/Customary Community Association
marga	family group
MHA	Masyarakat Hukum Adat/Legal Customary Community
NGO	Non-Governmental Organisation
noken	Papuan crocheted products made from hand-spun treebark
RFN	Rainforest Foundation Norway
RTRW	Rencana Tata Ruang Wilayah/Regional Spatial Plan
sago	tree, and food product extracted from its pithy stems
sanggar	production workshop
SPL	Silva Papua Lestari
suku	clan
uayat	customary / sacred
WWF	World Wildlife Fund

A note on nomenclature: we use ‘community’ to define the people living together as one or more *marga*. Community members do not necessarily live in the ‘village’, and may not always identify with the same *suku*. We use ‘village’ in reference to what local people would identify as a village, and may or may not have formalised boundaries demarcated by the local government.

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Executive summary

Silva Papua Lestari (SPL) was established in 2010 with a mission to develop an approach to forest protection that actively empowers and engages with indigenous communities. The Forest Management in Southern Papua project includes spatial planning that combines the rights and needs of indigenous people supported by governmental policies. The general objective of the project is to protect 550,730.65 ha of intact forest in Southern Papua based on a balance of use and protection (conservation), recognising the rights of indigenous groups. The project focusses on the Korowai, Kombai, Anu, Banano and Kopaka indigenous peoples, advocating their rights and recognition to the government with the aim of formalising their territory and right to use the forest. SPL also works to develop the capacity of indigenous groups, focusing on their livelihoods, education, health, and gender equality. The Ministry of Environment and Forestry defines 96 per cent of the project area as production or limited production forest (including Business Rights Forest/*Hak Pengusahaan Hutan*), making it susceptible to legal deforestation and forest degradation.

Rainforest Foundation Norway (RFN) appointed the Dala Institute to undertake an evaluation of SPL in 2019 and 2020 towards the end of the current contract between RFN and SPL. The evaluation assesses the impact and effectiveness of SPL's work in reaching the project's goals in its geographical area and RFN's added value, and provides recommendations for the way forward following the questions posed in the Terms of Reference provided by RFN. The evaluation team took an inductive approach and oriented the evaluation towards learning rather than confirming SPL's reports to RFN. It used the SPL's logical framework as a guide and focused on outcome-level results and 'elevated' indicators pointing to overall programme effectiveness and impact.

The methods for the evaluation were divided into three tasks: (1) secondary data collection and inception report, (2) primary data collection in Mappi and Boven Digoel, and (3) data analysis and report drafting. Each task is detailed below. The evaluation team comprised Dr Rodd Myers and Ms Dati Fatimah.

The most significant findings on effectiveness centre around the strong resolve of community members to protect the forest and the strong influence that SPL has had on policy change toward the protection of customary land in some districts. SPL has also been effective at raising awareness among policy-makers and in the media. The most prominent successes are the Sago Grub Festival, which garnered significant high-profile attention from media and government officials, and the exemplary work that SPL did to ensure customary land was recognised in district planning documents in Boven Digoel. These successes have engaged men more than women, whose social status and participation in community decision-making has not changed as a result of the project.

Part of the SPL forest protection model is economic development in forest-based communities. This aspect of the project was of great importance to community members. While SPL has introduced several crops to some communities, the project has not yet provided significant maintenance, harvesting, storage or marketing support, and therefore there has not yet been significant revenue generated by community members and access to markets remains an obstacle to development. Women have traditionally processed *noken*, a type of crochet derived from wood bark fibres. These

products are fully processed in the communities and are recognised by respondents in communities and government alike as having high market potential.

At a management level, SPL is a growing organisation but is almost completely dependent on RFN for financial support. RFN has been a strong supporter of SPL since its inception and provides not only financial resources but valuable inputs to programming.

Overall, SPL's strategy and implementation are working well and advancing the objectives of the project and communities. The evaluation team concludes that there are four primary constraints to SPL's programming. First, the province has not approved a path to making customary land claims that aligns with national schemes of customary forest (*hutan adat*) and rights forest (*hutan hak*), as the rest of Indonesia has. This limitation will be a challenge for SPL when it completes the work of mapping customary land and formalising customary forest management regulations. The interim measure of ensuring regional planning prohibits development permits is an effective strategy, but not a permanent one. Second, the work required to facilitate the GPS-demarcated maps and customary regulations will be considerable. Community members agree with the principles of protecting the forest, but are not clear on how to do it, and they could not articulate customary rules for forest management or practices. Third, market access is of increasing importance to community members and without improving it, efforts at economic development will be stymied. Fourth, gender equity is yet to break through cultural obstacles in communities, but given that *noken* holds significant promise for revenue generation, there may be an opportunity to elevate the status of women while generating income in communities. All of these conclusions point to a need for increased capacity within SPL to move its objectives forward. From an organisational perspective, SPL has developed quickly and has a large mandate. However, it lacks the resources and some capacity to secure additional funding, develop proposals to new funders, and develop new revenue streams that could leverage RFN funding.

The evaluation team made 20 action-oriented recommendations for programming and management.

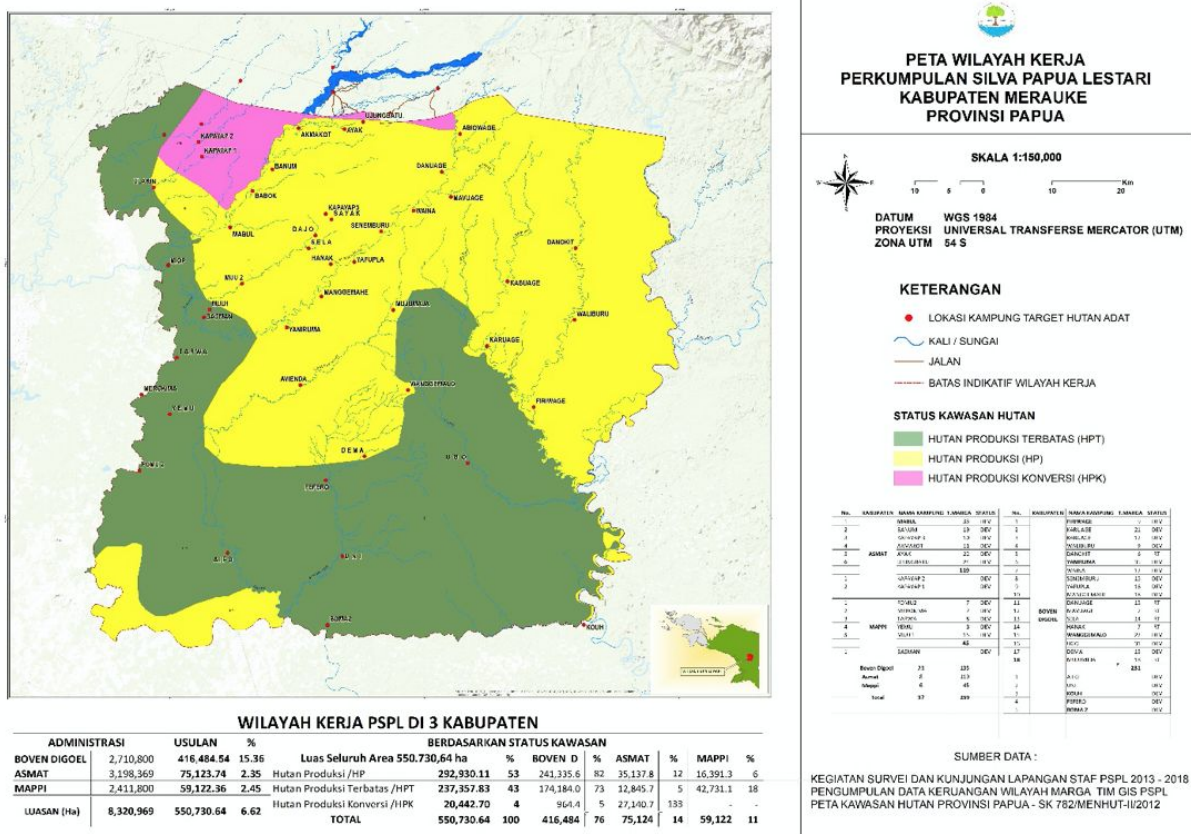
Overall, SPL should continue the direction of its programming and the development of its multifaceted model to protect forests, improve economic development, and enhance the wellbeing of communities in the project area. The call from all respondents was to increase the level of programming, which the evaluation team would support by prioritising intensifying SPL's activities in current communities and expanding to others once land tenure security has been formalised in most existing communities. The focus on proving the model should be on (1) formalising land tenure security and (2) developing market access from which community members can benefit. Several recommendations point to the opportunities to engage women more in SPL programming, and to leverage SPL and RFN funds with government programmes to which communities have limited access due to constraints on their ability to navigate bureaucratic systems in government (such as the Village Fund). The evaluation team also recommends more and closer engagement with women and men in communities in order to achieve project objectives.

This evaluation report concludes that the SPL model of forest protection and development of community livelihoods is a strong one. The strong foundations that SPL has built with communities and policy-makers position them to advance the model to see more direct benefits for forests and communities.

Introduction and background

Silva Papua Lestari (SPL) was established in 2010 with a mission to develop an approach to forest protection that actively empowers and engages with indigenous communities. The Forest Management in Southern Papua project includes spatial planning that combines the rights and needs of indigenous people supported by governmental policies. The general objective of the project is to protect 550,730.65 ha of intact forest in Southern Papua based on a balance of use and protection (conservation), recognising the rights of indigenous groups. The project focusses on the Korowai, Kombai, Anu and Kopaka indigenous peoples, advocating their rights and recognition to the government with the aim of formalising their territory and right to use the forest. SPL also works to develop the capacity of indigenous groups, focusing on their livelihoods, education, health, and gender equality. Figure, 1 below, shows that the Ministry of Environment and Forestry defines 96 per cent of the project area as production or limited production forest, making it susceptible to legal deforestation and forest degradation.

Image 1: Ministry of Environment and Forestry Map of SPL Project Area, 2019



Notes: HPT=Limited Production Forest; HP=Production Forest; HPK=Conversion Forest

Source: SPL



Rainforest Foundation Norway (RFN) appointed the Dala Institute to undertake an evaluation of SPL in 2019 and 2020 towards the end of the current contract between RFN and SPL. The evaluation assesses the impact and effectiveness of SPL's work in reaching the project's goals in its geographical area and RFN's added value, and provides recommendations for the way forward following the questions posed in the [Terms of Reference](#) provided by RFN. The evaluation team took an inductive approach and oriented the evaluation towards learning rather than confirming SPL's reports to RFN. It used the SPL's logical framework as a guide (see [annex](#)) and focused on outcome-level results and 'elevated' indicators¹ pointing to overall programme effectiveness and impact. The stated outcomes of the project are:

1. Establishment of a forest management model and protection of indigenous rights in the territories of the Kombai, Korowai and Aanu indigenous and tribal peoples in Boven Digoel Regency, Mappi and Asmat Papua province.
2. Customary Communities of Kombai, Korowai and Aanu in Digoel, Mappi and Asmat Regencies have gained access to and government support for social services (education, health, gender) in the absence of deforestation.
3. Awareness of concern among the local, national and international stakeholders supporting forest protection in the Kombai, Korowai and Aanu indigenous territories.

The evaluation team's approach was to elucidate the extent to which SPL programming has been effective in addressing its main stated objectives, and how these objectives could be better met in the future with greater impact.

This report first explains the methods the evaluation team used to collect and analyse data. It then shows the empirical findings, followed by conclusions, recommendations, and lessons learned.

Methods

The methods for the evaluation were divided into three tasks: (1) secondary data collection and inception report, (2) primary data collection, and (3) data analysis and report drafting. Each task is detailed below.

TASK I: Secondary data collection and inception report

The evaluation team reviewed several key documents in the process of developing the inception report. These documents were largely SPL proposals and reports to RFN. [Several other SPL documents](#) reviewed to form conclusions for this report. All documents were received and reviewed in both Bahasa Indonesia and English. The inception report in both Bahasa Indonesia and English was submitted to RFN and discussed with both RFN and SPL, leading to minor revisions.

¹ The evaluation team and RFN agreed that the spirit of the outcomes in the inception report was more important than the indicators. Therefore data collection focussed on the meaning of changes in communities, rather than indicators that were often better suited to an output, as noted in the [logical framework review annex](#).

TASK 2: Primary data collection

Primary data collection was conducted with project stakeholders in Boven Digoel and Mappi Regencies. The regencies selected provided a purposeful contrast in terms of the depth of their involvement with SPL, with Boven Digoel having more intensive exposure to SPL.

Semi-structured interviews were held with individuals and key stakeholder groups such as SPL staff, regency and provincial government planning, social empowerment, and forestry officials, other indigenous rights groups and NGOs, community members and leaders (customary and formal), and community women's groups.

The primary data collection relied on (a) key informant interviews and (b) focus group discussions (i.e. group interviews). The latter methodology was used in the villages, with separate groups of women and men to alleviate power discrepancies. The former was used for other actors, focussing on SPL itself and government and civil society actors. The evaluation team interviewed SPL in a series of meetings with both groups and individuals. Interviews were conducted in Bahasa Indonesia: in some of the women's focus groups translation into the local language was provided by one of the women in the group.

Generally the key informant interviews were with one to three people from a particular working unit, e.g. a government department, organisation or team, and lasted 60-90 minutes. The focus groups comprised 10-20 community members and were held concurrently with men in one group and women in another, and lasted about two hours.



Women's group discussion in Uni.

The data-collection instruments used for both the [key informant interviews](#) and the [focus groups](#) are presented in the annexes to this report. The questions were used as a checklist to enable each respondent to elaborate on the areas that she or he knows best and not dwell on those for which they have limited ability to respond. Therefore not all questions were asked of all respondents, and clarifying questions that emerged were asked inductively. Overall the instruments were used to ensure that the data collected answered the evaluation questions. Detailed notes were taken and discussed regularly among the evaluation team.

Due to the sensitivity of the Papuan context and access difficulties, the evaluation team was accompanied by an SPL representative. While this could have compromised community members' willingness to respond openly, it facilitated their trust. In Jayapura, there was sometimes an SPL and sometimes not, and each respondent was always asked whether it would be alright for an SPL to join. In most cases the SPL representative was not an active participant in the discussion. If they were, the evaluation team was able to observe the discussion and priorities, which was also insightful.

Sampling

The evaluation team used convenience sampling for the review. After discussion with SPL and RFN, the team agreed to collect data in Mu I, Mappi and Uni and Sesa in Boven Digoel.

The rationale for the community selection was

- the contrast of successful villages and villages with challenges/duration of intervention;
- travel time that fitted the team's schedule (ie. the most remote locations may be outside the resources we have);
- other logistical constraints.

In Jayapura and Tanah Merah the evaluation team met with representatives who were expected to be familiar with the project in

- the Forestry Agency;
- the Regional Planning Agency (BAPPEDA);
- the Village Community Empowerment Agency;
- print journalists; and
- NGOs concerned with environmental and customary community issues.

In the villages the evaluation team facilitated focus groups with men and women separately. There were also *ad hoc* specialised discussions with customary and formal leaders, who also participated in the men's focus groups.

The total number of observations from the interviews and focus groups is shown in the table below and detailed in the [List of Interviews Annex](#). It exceeded the planned number of interviews detailed in the inception report:

Table 4: Interview and Focus Group Totals

Meetings with SPL*	3
Interviews	8
Focus group discussions	11
Total no. of observations	22

TASK 3: Data analysis and report drafting

Detailed annotated notes were used to arrive at the findings, conclusions and recommendations, which were analysed using the findings, conclusions and recommendations (FCR) matrix. This analysis formed the basis of the analysis and document drafting. This systematic approach ensured that the findings, conclusions and recommendations were aligned with one another and the empirical evidence behind the findings was clearly documented and triangulated. The draft report was internally reviewed according to Dala Institute protocol and the draft findings and recommendations were discussed by the evaluation team leader, the SPL director and the programme manager in Denpasar, Bali.

Timeline

Task	Dates
1	2019.01 - 2020.01.11
2	2020.01.12 - 2020.01.24

3	Draft report 2020.02.24 Final report 2020.03.15
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Method notes

The time and cost of travel were not properly factored into the original proposal or [Terms of Reference](#). Travel time to villages was considerable unless by chartered flight, which came at a considerable cost. RFN and SPL exemplified flexibility in this regard and worked with the evaluation team to enable robust primary data collection without increasing the consultant's costs. This was done by presenting the preliminary findings by e-mail and a meeting in Bali rather than requiring the evaluation team to return to Merauke to present them in person. Further, RFN-SPL allocated excess project funds to the evaluation by arranging and paying many of the travel and accommodation costs, freeing up funds for charter flights for the evaluation team, which is grateful to SPL for their incredible commitment to the evaluation and generous contribution of time and resources. Three SPL staff members accompanied the evaluation team for the duration of fieldwork at the project locations: Mr Kristian Ari, Ms Helga BD Rahawarin, and Mr Rahim. They were gracious in terms of organising logistics, instrumental in building the communities' trust, and enjoyable company on the the long journeys by plane, boat and motorbike and on foot.

Statement of no conflict of interest

The consultant for the evaluation was PT Dala Riset Global (the Dala Institute), an Indonesian research and consulting firm focussing on the nexus of nature and society. The evaluation team comprised Dr Rodd Myers and Ms Dati Fatimah. The Internal Quality Review was performed by Dr Aidy Halimanjaya. The Dala Institute was selected based on an open competition to which it freely submitted a bid with no assurance or indication of success. Neither the Dala Institute nor the individual consultants had been involved in the project prior to the review and they expect no tangible or foreseeable financial, political or social benefit beyond the contract.

Findings

Findings are empirical facts revealed by primary and secondary data collection. Following the Terms of Reference provided by RFN, this section addresses the impact and effectiveness and RFN's added value. Effectiveness is broken down into subsections aligned with the SPL's logical framework outcomes: rights-based forest management and protection, economic development, access to support for social services, recognition of customary communities' concerns, and management and programming.

Impact

I. What are the positive and negative changes that have resulted from the project (directly or indirectly, intended or unintended)?

SPL has generated positive changes in communities. Most notably it has

- developed a cadre of forest-defenders
- ensured that *suku* and *marga* land claims are recognised as a strategic social and cultural area (*Kawasan Strategis Sosial Budaya*) in the Boven Digoel regency Regional Spatial Plan (RTRW) and therefore protected from developers and corporate land use permits;
- engaged community members in mapping and considering long-term plans for customary land and villages with 38 village maps developed from sketches;
- drawn regency and provincial government and media attention to Kombai and Korowai by building relationships with officials and media personnel and initiating events that attracted attention, such as the Sago Grub Festival;
- oriented communities towards making formal land claims, as evidenced by discussion in communities to formalise maps and forest management regulations;
- worked with local government to secure basic education and health facilities, resulting in the construction of schools and health centres, albeit with remaining staffing issues;
- sponsored community members to obtain formal education in Maruke, and in some cases university degrees (mostly in education); and
- although it is still in the early stage of development, there is preliminary evidence that group-based women's economic empowerment through *noken* production is not only providing additional income but also supporting their access to further education, and has the potential to negotiate the division of roles and gender relations within the family.

Best Practices from Advocacy in Spatial Planning Document Revision: Stories from Boven Digoel Regency

The spatial planning documents (RTRW) review, in accordance with Law No 26/2007 and Government Regulation No 15/2010, is conducted every five years in each regency in Indonesia. SPL organised Korowai and Kombai communities to contribute to the plan in Boven Digoel with the objective of protecting the forest areas to which they lay claim against development and deforestation. SPL focussed on Boven Digoel because (1) it hosts the largest SPL project area: SPL works in 420,417 ha in Boven Digoel, 86,616 ha in Asmat, 55,215 ha in Mappi and 40,219 ha in Yahukimo; and (2) the Regent (*Bupati*) of Boven Digoel was enthusiastic about including the communities' perspectives in the planning document. The Bupati was the first to visit Uni, motivated by the Sago Grub Festival.

The revision of the RTRW was based on a Strategic Environmental Assessment (*Kajian Lingkungan Hidup Strategis/KLHS*). According to WWF Lestari, SPL played an important role in this assessment since they have detailed data, and in particular maps of the Korowai and Kombai areas. These data were used as references in the preparation of the KLHS. In addition, SPL, together with WWF Lestari and the Indigenous People Organisation (*Lembaga Masyarakat Adat/LMA*) represented civil society organisations involved as members of the Working Group formulating the KLHS. The RTRW classifies the SPL project area as a "strategic area" and shows it clearly on Chapter VI page 8 of the draft plan.²

According to government and NGO respondents, SPL was crucial to the formulation of the revised RTRW. In addition to providing data, the SPL facilitated the involvement of Korowai and Kombai communities in the RTRW public consultation processes. This was conveyed by the consultant who compiled the RTRW document, who mentioned that SPL worked at the grassroots level and produced evidence (data) as a basis for advocacy efforts. The RTRW consultant appreciated that the clan-based village area map compiled by SPL and the indigenous groups became the main reference used when preparing the revised RTRW. "SPL delivered data from the ground that it had formulated with indigenous groups. This helped us a lot since actually we did not have this kind of data, and it also improved the quality of the revised RTRW document." According to an NGO respondent, the protected area has grown since the initial spatial planning document was produced from 18 to 44-46 per cent.

The RTRW had not yet been enacted at the time of the project evaluation and is likely to be delayed due to the death of the Bupati in January 2020. Although there are still factors that could hamper the legalisation of this revision, SPL feels confident that such a lengthy process, which involves standard procedures including intensive public consultation, will make the substance of the revised RTRW preserved. However, the technocratic process, which includes a review by the Ministry of Agrarian and Spatial Planning, and the political process of convincing local governments still need to be guarded to ensure that indigenous people's interests in forest access and protection are maintained.

While all of these results are positive, with the exception of `women's groups these activities have been dominated by men. Continuing on this trajectory will further entrench men's dominance in village decision-making.

The advocacy of services has come at a cost in some cases. In Yaniruma, Boven Digoel, SPL built a school with the appropriate building permits and permissions, annoying the Regency's education agency, which claimed that this was their responsibility, although they had not done it. According to SPL they are still repairing relations so that they can work closely with the state on other educational issues. According to SPL, the district government has included operational expenses for the school in their 2020 budget.

As discussed in the section on effectiveness below there have been some unintended results. For example this report discusses a complaint by community members that would like more clarity about SPL's plan for their community. Recognising that such a plan is needed and would benefit the

² The PDF of the RTRW shows a blurry map that cannot be read clearly.

development of the community is in itself an accomplishment, given that several of the communities with which SPL works have only interacted with people outside the community in this adult generation.

Perhaps the most significant unintended impact is community members' pride in the positive changes they have made in their communities. This was especially clear in the community respondents' reflections on the 2019 Sago Grub Festival held in Uni. Respondents from not only Uni but also other communities commented that the sense of being recognised by `government and `media was meaningful to them when they otherwise felt invisible.

These issues are explored and elaborated from a project effectiveness perspective in the next section.

Effectiveness

2. What progress has been made towards achieving the overall project's goals?
3. Has SPL been able to effectively cover the whole project area? Is the organisational set up and internal management appropriate for implementing this project?
4. To what extent do project staff understand the threats to forests in the project area?
5. To what extent have programs of education, health, economy and gender contributed to progress towards the project's goals?
6. How effective has the project been in responding to the needs of the beneficiaries?
7. Was the strategic approach of the project realistic, appropriate and adequate to achieve the projects goals?

The findings on effectiveness are broken down into the following sections aligned with the areas of programming: rights-based forest management and protection; economic development; access to and support for social services; recognition of customary communities' concerns; management and programming approach.

Rights-based forest management and protection



Sago grubs in the kitchen left: ground & whole

Community members generally had a strong resolve to protect the forest. In all of the villages they strongly intended to protect their forest and to prohibit the sale of forest land outside the *suku*. This resolve was strongest in the villages with which SPL has been working longest. In Mu I, for example, there was no circumstance in which any party outside the *suku* would be permitted to lease or purchase forest land, and certain clearly-defined and agreed areas of forest could not be disturbed under any circumstances. In contrast, men respondents in Sesa were less convincing, some initially said that there would be no problem with leasing land or even the conversion of their entire territory to farmland if this would bring good economic returns.

Upon further exploration with the evaluation team, however, the men in Sesa corrected themselves, saying that there would have to be a balance between forest and non-forest areas so that the villagers could continue to benefit from forest resources even though they no longer live in the forest, explicitly defining themselves as “river people” rather than “forest people”. Sesa’s recent history has been one of moving from ancestral land to neighbouring Boma when the airport was built, only to return in 2006 after failing to secure land rights in Bomakia district.

SPL established formal MoUs for forest protection efforts, with all communities represented by the head of the village (*desa*) and head of customary village (*kampung*).³ The MoUs include the development of a forest management model, formulation of village regulations and customary institutions, strengthening of community capacity for forest management, and facilitation of village mapping.

Awareness of the importance of forest as both a living space and a livelihood provider is an important basis of the communities’ awareness of the need to protect it. Women respondents from all communities saw the forest as a source of food, providing carbohydrates such as sago, protein (sago grub, cassowary, fish), and fruit and vegetables (gnemo leaf, ‘red fruit’, etc). Forests also provide water, especially during the dry season, building materials (wood and leaves for walls and roofs), and herbal medicines, and are integral to indigenous people’s spiritual and cultural lives. A Kombai woman in Uni said, “protecting the forest is protecting life, so God does not get angry because they are protecting creation.” The men tend to see the forest more in terms of territory and as part of their identity, and value it more highly than any opportunities that its exploitation might bring.

However, **linkages with forests varied across different age groups.** Older community members voiced the strongest attachment to the forest, many choosing to spend their time in the forest (*dusun*) rather than the village. Adults see the forest as a source of life, but they divide their time by staying in the village, particularly to bring their children closer to school. While the evaluation team did not interview children, many children engaged with the team. They said that they

³ Villages are administrative units, while head of marga and head of suku play a non-formal but more prominent role in community leadership.

preferred living in the village rather than the forest. Children recognise the importance of the role of the forest but consider it the adults' business and responsibility.

SPL, among others, worked to **build indigenous peoples' awareness that concrete collective action is required to protect forests**, especially from corporate and political interests that can obstruct their access to them. This was done through awareness-building discussions and resulted in participatory mapping of clan-based areas as a basis for advocacy of their rights in forest regional spatial policies, or RTRW. Participatory sketch-based maps have been produced in 38 villages.⁴

To strengthen the claim base on forests, **SPL facilitated the community forest development model** which brings together conservation and economic development. The central tenet of the model is that forests are a source of indigenous peoples' welfare and intensive capital from corporations or government that disrupts the forest is counterproductive. Forest-based economic development models include planting vegetable crops, experimenting with plants that provide economic benefits such as pepper and rubber, and the development of economic schemes for the exploitation of non-timber forest products such as the *noken* made by women (see [box below](#)).

Concrete plans on what forest management and protection means and what village plans could be were not forthcoming. While the resolve to protect forests was generally high in most communities, none had a clear plan for how to do this other than an overall disposition towards land-use changes that would involve the clearance of large areas of forest. None of the focus groups offered a plan that could be articulated in terms of geospatially-defined zones and roles and responsibility mandated to committees, forest patrols and so on. Respondents in all communities confirmed the complication that *adat* rules tend to address social issues rather than land use or forest protection. Therefore the concept of forest management (or rules around practices in the forest) is being developed on an *ad hoc* basis and community members are hoping for SPL's support to finalise it, as they acknowledge that it is a core part of their forest protection strategy in terms of obtaining legally-recognised land rights. SPL leaders commented that,

There are several obstacles in developing forest and land management plans at the village or *kampung* level. It takes a long time to build a forest and land management plan in each place. This is influenced by forest and land tenure rights at the *marga* and *suku* levels. Because *marga* are independent and cannot intervene with one another, it takes a long time to build a common understanding to realise a forest or land management/utilisation plan that provides collective access rights among *marga* and plan for equitable distribution of benefits. SPL has taken an important role by forming groups that manage forest and land products whose members consist of various *marga* to allow open access to resources but do not eliminate the *marga*-based ownership rights. To guarantee against the loss of *marga* tenure-rights over forests and land, *marga*-based mapping is conducted, which also has benefits for formal village, district and regency planning.

Forest loss in the regencies in which SPL works tends to be small-scale and there are no oil palm concessions in the SPL's designated area. According to respondents and as confirmed by GIS data,⁵ there has been little deforestation in the SPL project area. Community respondents said this has to do with the Kombai and Korowai resolve in to resist deforestation. Government officials acknowledged that the remoteness of the communities also makes oil palm

⁴ According to Peta Proyek Kampung dan Wilayah Adat (SPL, 2020)

⁵ <https://atlas.cifor.org/papua/>

development, the largest driver of land-use change in Indonesia,⁶ challenging. In Boven Digoel, BAPPEDA confirmed that SPL's work on the regional planning document (RTRW) will help to protect the area against concessions. The head of BAPPEDA is committed to Kombai and Korowai's resolve not to permit concessions on their land, but admits that this could easily change if a successor disagreed. Legalisation of the RTRW is important to provide a legal basis for resisting allowing permits for activities that would result in deforestation, especially while the legal status of community land tenure remains unconfirmed.

None of the communities have experienced deforestation on their land, but some have turned away companies and/or know of negative experiences of deforestation in other communities. According to regency forestry officials, illegal logging is rampant in Boven Digoel due to the 2014 nationwide shift of power from regency to province (Act 23/2014).⁷ Regencies across the province had not been given a mandate to report or enforce illegal logging by the provincial government and therefore have no authority in this matter. Respondents said that they have operated with a skeleton staff on basic salaries and without incentives for the past five years as they wait for the province to provide them with a legal mandate.

The importance of SPL's role in facilitating participatory mapping for protecting the forest, policy advocacy and village development was recognised. Participatory mapping facilitated by SPL combined local knowledge about *suku/marga* areas and the use of GPS technology to develop detailed maps that comply with BIG requirements. The GPS maps are still being tested. The 38 maps that have been produced so far are based on sketches created with the communities overlaid by the state's administrative boundaries, not all of which had been defined. A consultant for the development of spatial planning (RTRW) and BAPPEDA in Boven Digoel confirmed that SPL's maps are central to planning and have been incorporated into the regency's five-year plan (RTRW) and environmental plan (KLHS). SPL's work has become a basis for other civil society actors' advocacy of protecting of *ulayat* land and forests, as an NGO respondent stated. According to a BAPPEDA respondent, mapping is very useful in village development as there are no other village maps. At present, respondents from BAPPEDA and the Community Empowerment Agency of Boven Digoel said, the government only has indicative maps of villages. SPL attempted similar work in the other regencies with less success: in Mappi, for example, it provided data related to participatory maps and demography as it had in Boven Digoel. The local government had yet to respond at the time of the fieldwork, but according to the provincial schedule it should have provided a draft by now. SPL respondents suggested that they do not have such a strong relationship with the Bupati of Mappi and he has been less open to their contributions than the Bupati of Boven Digoel. The project area in Asmat has already been designated protection forest by the Ministry of Environment and Forestry and therefore SPL is less motivated to contribute to the RTRW or the KLHS,; however, without specific acknowledgement of customary community claims to this land, communities could be subject to barriers to access imposed by the state.

⁶ Abood, S.A., J.S.H. Lee, and Z. Burivalova. 2015. Relative Contributions of the Logging, Fiber, Oil Palm, and Mining Industries to Forest Loss in Indonesia. Conservation.

⁷ <http://extwprlegs1.fao.org/docs/pdf/ins160168.pdf>

There is a **province-level bottleneck in the status of social forestry**. Although this finding is not a reflection on SPL, it poses some significant risks to its plans to develop customary forest or rights forest as a key formalisation of their forest protection model. Despite national directives to implement changes to policy following 2011 and 2012 Constitutional Court rulings on customary forest⁸ and the Ministry of Environment and Forestry regulation concerning rights forests,⁹ Papua has exercised its special autonomy status, rejecting these directives with the argument that social forestry models do not apply in the Papuan context, ostensibly due to the larger land areas that would be claimed by *suku* and might be rejected at national levels. However Papua has a pre-existing Customary Forest Concession License or IUPHHK-MHA which recognises customary forest but is not recognised by the national government. This political entanglement means that until there is a way to legally make an application for customary forest or rights forest in Papua, the forest and the Kombai and Korowai's claims to it must be protected by other formal means. SPL is aware of this issue and has set an example in Boven Digoel, where the RTRW will protect these forest areas against development for the five-year term of the regional planning documents. This solution is only short-term as land-use planning could change with the next renewal of the plan.

There is **limited involvement of women in training for or conducting mapping process**. Women in several communities such as in Uni expressed an interest in participating in preparatory training and identifying the boundaries and key features of land within their clans' territory. Men in a focus group in Uni were reluctant to agree that women should be included more but agreed that they might have different priorities that could be important for planning purposes.

There is a **lack of women's participation in decision-making related to forest and land**. In Sesa, for example, there was no discussion with women when men decided to move the village back to Sesa from Bomakia in 2006. Although both women and men recognised the importance of forest in their lives, decision-making in the *marga* structure is only carried out by men. Women respondents said that at meetings attended by both women and men, only men speak. SPL's 2018 gender analysis found that although women carry out more productive activities than men and are responsible for almost all reproductive activities, control of resources and decision-making are dominated by men.¹⁰ Another gender analysis conducted by SPL in 14 villages in 2019¹¹ found that women do more productive work including land preparation, maintenance and harvesting, storage and sales than men. Most domestic work is done by women, except for repairing houses and shopping at the market, which men sometimes do. According to the study only one or two men helped with cleaning or cooking. Decision-making at customary meetings, village meetings and *Musrenbang* (participatory development planning) is dominated by men. Some women attend but do not participate. According to respondents, men control the ownership of land, money and productive assets. Women are further marginalised by gender-based violence. A key SPL informant who knows the communities well claimed that while gender-based violence is rampant, it is seldom spoken about in the communities.

⁸ MK34/PUU-IX/2011 and MK35/PUU-X/2012

⁹ NOMOR P.21/MENLHK/SETJEN/KUM.1/4/2019

¹⁰ Laporan Hasil Identifikasi Masalah Gender di Wilayah Kerja PSPL Kabupaten Boven Digoel (Rismanti Rining Sari, SPL, 2018)

¹¹ Laporan Hasil Kompilasi Kerangka Analisis Harvard Gender di Wilayah Kerja PSPL Kabupaten Boven Digoel, Asmat dan Mappi (Rismanti Rining Sari, SPL, 2019)

Economic development

Community members were highly interested in and motivated by activities that generate income. All community respondents stated that economic development was a primary concern, and that they had very limited knowledge of product development and marketing. The commonest commodities they mentioned were rubber, *noken*, vegetables, and pepper (in Sesa). *Noken* is the only 'traditional' commodity: the others have been introduced through SPL or government programmes. In Sesa, mixed garden practices managed collectively by women create optimism among the respondents. The vegetables they produce are used for daily consumption and some are sold to the nearest market, the money earned being managed by women to meet daily household needs such as sugar, cooking oil, salt and other household necessities.

SPL has started experimenting with high-potential products in some communities.

It has introduced marketable crops including vegetables, rubber, sago cultivation (traditionally collected from the wild) and most recently black pepper. This addition was preceded by a study of pepper farmers in Sigabel Jaya, Merauke by 12 SPL field facilitators in 2016, which found pepper suitable for planting in the SPL work area. The development of pepper was initiated by SPL in Sesa, Mu I and other areas. It set up demonstration plots with a small number of community members (only men in Sesa, whereas in Mu I women are involved in preparation and planting). However, the pepper plants have not been maintained due to resource issues: the communities did not have a regular facilitator for several months¹² and the venture has yet to produce crops. Only some vegetables are sold at local markets, according to respondents in Boma and Sesa.



Inspection of a trial black pepper vine in Sesa

The full value chain has not been robustly considered before engaging in specific income-generating activities. For example market assessments have not always been forthcoming, nor a pathway to market access based on market analysis. Prior to testing the pepper production SPL conducted a study in 2016 that focussed on cultural and production techniques. There is one sentence about market prices stating that the dried product (humidity not specified) could be sold for Rp 150,000 to 180,000/kg (NOK 100-120) at local markets and for 200,000/kg (NOK 135) in Merauke. There is no assessment of the key market actors, seasonality of prices or transportation costs. Similarly, an otherwise strong 2019 forest and land product survey for the project area focussed on production rather than markets, with only local prices mentioned and the word 'market' only appearing once with little analysis of market actors or the potential to add value in the commodity chain. This resonates with the comment from community members with pepper and other commodities such as rubber in which, as stated by a Mu I respondent, "[SPL] helps us to

¹² The past facilitator had a problem with the community and was replaced by a facilitator of Moslem faith, who the communities rejected. SPL took time to address the matter carefully to ensure that a long-term solution was found. Community respondents and SPL believe this has been achieved.

get seedlings and start to grow crops, but we have no idea about marketing.” Men respondents in Uni confirmed that they were not sure what to do if crops are diseased or underproduce, but were willing to test it out on SPL’s recommendation.

Apart from *noken*, **community members have little knowledge of how to produce efficiently and manage disease.** Men respondents in Uni recounted how the government programmes introduced water spinach but only supplied seedlings without any training on how to manage the crop. They have recurring issues with pigs ruining most of their crops and do not know how to manage the problem. Similarly, SPL successfully introduced chickens in Mu I. Respondents stated that today most families have chickens. One resident invested in over 200 chickens but over half of them died from disease. There is also an interesting experience in Mu I, with one resident making a pond to cultivate fish in his yard. This initiative needs to be appreciated, although technically the pond does not particularly those related to water sources and safety

Communities lack market access for all commodities. Respondents reported that *noken* buyers, for example, had come to Bomakia to buy it but since the producers agreed to a sale the buyer has not made any payment for over a year. Respondents in Uni said that *noken* was also sold in Tanah Merah, but there was no information about how much was sold. Vegetables were sold to buyers at farmgate prices and producers reported selling individually rather than as a group. Due to high transportation costs, vegetables can only be sold at the closest local market, according to respondents.

Women and men in the communities and government officials profiled *noken* as a **high-potential income-generating product from forest-sourced materials.** In 2012, UNESCO put it on the List of Intangible Cultural Heritage in Need of Urgent Safeguarding.¹³ Men and women participating in FGD in Bomakia II and Uni confirmed that income from *noken* is an important economic resource for women and families, adding that its financial value enables them to finance their children’s (boys and girls) education. An SPL respondent said that *noken* is the main source of family income and allows Korowai and Kombai children to attend further school in the city. A respondent from the provincial Tourism Office confirmed the potential for *noken* as a commodity that incentivises communities to protect the forests.

Women's group-based economic strengthening initiatives are in the early stages in several communities. However, their early development already shows positive progress. A women’s group in Bomakia II made a studio (*sanggar*) on their own initiative to accommodate their production of handicrafts. The women learned more diverse handicraft designs and techniques from an instructor from the community who had lived elsewhere producing rattan furniture. In Uni a neighborhood-based group repurposed a communal production space, but like those in Bomakia II, expressed marketing limitations. Collective marketing and production mechanisms and processes, market and supply-chain mapping have not yet been addressed. SPL reported that they are still looking for institutional formats and mechanisms for economic development.

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<https://ich.unesco.org/en/USL/noken-multifunctional-knotted-or-woven-bag-handcraft-of-the-people-of-papua-00619>

Forest-based Women-led Economic Empowerment



Women making handicrafts in their studio

The *sanggar* (studio) in Bomakia II was full of women when the evaluation team visited. They came with *noken* and *gnemo* tree wood fibre handicrafts and raw wood fibers to be spun to produce *noken*. The products on display were all produced by members of the newly-formed women's group. Many children accompanied their mothers. The group was formed in December 2019, initiated by a local government program and assisted by SPL. However, no further government support for the group's activities was available. SPL provides group facilitation for the women's economic empowerment programme.

In Bomakia I another women's group also produced several handicraft products including beautiful curtains from forest seeds and bags called *morow* made from the *befi* tree that grows in forest swamps.

Similar collections were on display in Uni, which is 30 minutes by motorbike from Bomakia village. Three neighborhood association (RT) women's groups focused on *noken* production. The 2018 Sago Grub Festival in Uni provided a large but temporary market for their produce. One group of 24 women sold 140 *noken*, each woman earning an average of IDR 400.000 (NOK 270). Kombai women were preparing *noken* designs for market by adding colour and adapting their sizes to buyers' requirements.

However, sales outlets for *noken* are still limited. A government-initiated souvenir shop in Tanah Merah sells *noken*, but there is no clear overall marketing strategy and the women in the communities visited for the evaluation did not have direct access to the shop.

Noken itself has an important role in the lives of Papuan women. It is an important tool that they use every day when caring for children and pigs, fetching clean water and collecting firewood, sago, vegetables and food. It is common to see Papuan women carrying one *noken* on their back containing bananas or a pig and another on their front carrying a child. Further *noken* can be used to carry water in the right and left hands. Papuan women are traditionally taught to make *noken* of *gnemo* bark from the forest from childhood. Girls begin to learn to make them from the age of six or seven. Harvesting the tree bark and collecting it in canoes can take up to a week.

The sale of *noken* allows children from Korowai and Kombai, including girls, to access further education. Respondents were clear that *noken* can also be an entry point for negotiating gender-based division of roles in the family with men. The financial incentive of selling *noken* may be enough to motivate men to start sharing the domestic work with women. Packaged properly, the *noken* story could offer a unique selling proposition that could fetch higher prices as a social commodity and, with a carefully orchestrated set of market relations, generate larger returns for women artisans.

Women had limited time to produce handicrafts due to their domestic responsibilities.

They reported spending a whole day looking for bark in the forest together and then processing it so that it can be spun into wood fiber. Making a *noken* can take one to eight weeks depending on the size of and the complexity of its design. At the same time women continue to be responsible for ensuring that the house is clean, that there is enough food for all family members— including the tasks related to producing sago, collecting wood and vegetables for cooking and ensuring that water is available during the dry season— that children are cared for (one or two young men were starting to get involved in childcare in Mu I, but in general women are responsible for this. **Men were reluctant to agree to share the domestic work.** In Boma II men quoted the Bible saying that the division of labor has been determined by God. In Uni the evaluation team asked men whether, if the women were busy with *noken* and generating a good income for the family, they would be willing to share some household activities such as taking care of the children or doing some housework. They responded “If the income was good we would do it.”

Women's groups producing handicrafts had limited knowledge of the market and access to technology. Korowai women reported their unfamiliarity with trading activities, while women in Kombai said they had had some exposure to *noken* markets. Women respondents in Bokamia II said they had difficulties with determining product prices. They also reported a lack of information and market access, including identifying potential buyers and how to reach them. Access to technology such as equipment and machinery, coloring techniques and product design was also very limited. Production is only by hand, with minimal tools and no safety equipment, as seen in the Bomakia and in Uni *sanggar*. In Uni, women proposed obtaining solar lights that would enable them to make *noken* in the evening, when most of their domestic tasks are completed for the day.

Local and provincial governments committed to supporting *noken* product development but have very limited understanding of how to develop the market.

Respondents from the provincial Tourism Office identified several issues such as product design and development and access to technology, capital and markets. Government involvement was limited to regular exhibitions of handicraft products with limited market segmentation. Respondents cited the provincial regulation that civil servants in Papua must use *noken* to support the market. The potential for a larger market has not been identified. Respondents also mentioned an opportunity at the upcoming 2020 National Sports Week (*Pekan Olahraga Nasional/PON*) which will be held in Papua, suggesting that *noken* will be included on the list of official merchandise. However, there is no clarity about who will supply the *noken* considering that almost all tribes in Papua produce it. Further, the government had no long-term market strategies.

The Sago Grub Festival helped raise the potential of Korowai and Kombai land as tourist destinations. According to respondents from the Tourism Office, cultural tourism currently focusses on Sentani and the Baliem Valley. However, the Tourism Office's visit to Korowai and Kombai, facilitated by SPL, opened their eyes to the potential for cultural tourism. Tourism Office respondents mentioned that Korowai and Kombai will be included in tourism development planning going forward. Specific plans or budgets were not forthcoming, but they stated their commitment to it. They identified the area as a target for adventure tourism, but their marketing strategies are limited to social media and word of mouth, especially when targeting international tourists.

The Sago Grub Festival also raised the potential for Uni to claim customary village (*desa/kampung adat*) status, which could result in increased income. Community respondents were enthusiastic at the prospect of obtaining customary village status, which would be tied to annual funds to support maintenance and tourism facilities and would lead to local markets for handicraft products such as *noken*. The Tourism Office confirmed this potential and cited that due to exposure from SPL they are prepared to prioritise its application to become a customary village.

SPL may be missing an opportunity to increase access to and reliability of village funds for communities. Village funds are important as they could enhance communities' capacity to realise the objectives they share with SPL. The evaluation team was unable to obtain clear records of how village funds (previously 1 billion rupiah (NOK 677,340) per year) have been obtained, dispersed or expensed in the past. According to SPL managers most communities receive less than the 1 billion amount, partly due to (a) lack of clarity on village administrative boundaries, and (b) to the mismanagement of funds in the past and/or failure to absorb funds. In Mu I, for example, the community perceived the village head's failure to provide funds to support the Christmas and New Year celebrations. as financial injustice and inconsistency when The community responded with a riot that defaced the current construction of the village office. Due to the sensitivity of this issue and allegations of corruption in general, the evaluation team chose not to investigate this with the communities, but regency government respondents in Boven Digoel confirmed that many communities do not receive the full funds allocated to them and lack capacity to access them.

Access and support for social services

SPL's work and community initiatives have resulted in changes to village development planning and budgeting policies. For example SPL influenced the availability of government funding to build a school in Mu I, although at the time of the data collection no permanent teachers had been assigned to the schools). According to the health program coordinator of SPL there was an addition of IDR 200 million (NOK 135,000) in the 2020 budget allocation in Kapayap III (Asmat Regency), Banum (Asmat Regency), and Ugo (Boven Digoel Regency) in 2020 for health centre construction in each village. Notwithstanding, several constraints regarding school and health centre facilities and staffing remained unaddressed. Several communities had a very limited health service, often consisting only of a nurse who visited once a month to offer immunisations. Maternal and infant mortality was reported by community members as a serious problem in SPL work areas, especially due to the high rate of child marriage, with many marriages arranged as soon as they are born according to the SPL Gender Coordinator. Overall, health conditions are poor– for instance while there are toilets, open defecation and other unhealthy behavior are still common, and SPL and government officials reported that nutritional intake, especially of infants, children and pregnant women, is relatively low.

Education is important to the Korowai and Kombai. Mu I community members showed strong motivation to move from the forest to live in the village to bring their children closer to their school. SPL initiatives began with informal education at Indigenous Alternative Schools (*Sekolah Alternatif Masyarakat Adat*) as well as establishing and promoting the uptake of formal education. According to the SPL education coordinator, the community, including adolescent and adult women who attend Indigenous Alternative Schools, is becoming increasingly literate. At the time of the data collection eight children from the SPL project area were continuing their formal education in Merauke.

SPL's strategic focus on education is in line with the community's priorities. Both women and men value education but reported that it is still difficult to access, mostly due to financial constraints and distance, particularly in the case of higher education. The SPL education coordinator mentioned that distance and the low availability of teachers in the remote areas where Korowai and Kombai live are among the key education problems on the ground. Community respondents reported that when the teacher is not at school many children return to the forest and do not attend school for up to several weeks at a time. Children who continue their education at junior high school, high school or college level have to find the cost of not only school fees but also living expenses, because most have to leave their village, as reported by community respondents and SPL. Community members reported that they see **education as an important pathway to a better life**: better education results in better communication skills, access to public decision-making fora at various levels, access to technology, the ability to identify potential markets, and practical skills such as pricing and bargaining skills for product sales.

Recognition of customary communities' concerns

The Sago Grub Festival has been effective in raising policy-makers and the media's awareness of the Kombai and Korowai regions. The sago grub party is a Korowai-Kombai custom, according to respondents in Uni, which serves as a venue for cross-clan meetings, conflict reconciliation and gratitude for the blessings of nature. SPL elevated this to a festival to which the wider public was invited. The aim was to invite policy-makers and the media to raise their awareness of the area. Uni hosted the first festival, which attracted a broad range of high-ranking government officials and media personnel, several of whom the evaluation team interviewed and who confirmed that it was their first visit to the area. Respondents in Uni suggested that it was the first time a Bupati had ever come to the area. This opportunity was used to convey their aspirations, especially regarding village development (through village proliferation), and the status of forest related to indigenous peoples' forest rights. The Kombai felt that the festival increased their bargaining position with the state. Media representatives who attended the festival published stories about the Korowai and the Kombai for the first time. A journalist respondent said that SPL had opened his eyes to Kombai and enabled him to write articles with a richness and depth that he had never seen in the media. He suggested that this was a counter-narrative to stories about the abject poverty and 'backwardness' of the Kombai.

The participatory mapping of clan-based village areas shows the appropriateness of SPL's advocacy strategy. Respondents from Boven Digoel's Village Empowerment Department reported that disputes about determining village boundaries and sacred areas often arise and that SPL-led maps confirmed the consensus among the clans, mitigating against future conflict. They confirmed that community consensus is important not only to help prevent clan conflict but also to unite communities to protect their territory.

Management & Programming Approach

Community respondents reported that **it took time and proof of SPL's commitment before they could trust SPL and join the program.** This, they explained, was related to their limited exposure to people outside the community at the time they were approached by SPL. They differentiated SPL from government workers, as explained by a respondent in the Uni men's focus group "The difference is that the Silva comes back here. Anyone else [i.e. government officials] who has come here to help just comes once and never comes back, or maybe gives us some seedlings, but there is no support and no relationship." In Mu I, with which SPL had been working the longest, the older respondents remembered when it had first come, and said that it had taken several years before they could really trust them. Building trust is a key aspect of SPL's approach, and RFN has been supportive of providing it with the latitude to develop it over time with the communities.

Although the director has stepped back from operations he still plays a pivotal role in directing the program and maintaining community relations. This was evidenced in interaction observed between community members and 'Uncle Kris', as he is known by staff and community members alike. Facilitators were sidelined by community members who were keen to access the Director directly and took the opportunity to express their concerns and aspirations from dawn till midnight in most communities. In 2015 SPL, with RFN support, hired a competent Programme Manager with a relevant and robust background in environmental programme management, who is well-regarded.

Community members that have established a relationship with SPL are interested in more intensive work. In Sesa, where SPL has only worked for three years, and Mu I, where it has worked for ten years, community respondents called for more time from the SPL facilitators. Some said that the facilitator might only come for four or five days every two months, which they felt was not enough. Their expectations of the SPL range from help sorting out the requirements for formalised land tenure (i.e. rights-forest, customary forest, customary village¹⁴) and the accompanying policies and maps, to technical agricultural and marketing assistance. Facilitators are supported by coordinators who are experts in economic development, health, education, or gender; however, the demand on their knowledge is heavy.

Men and women in the communities suggested that they are not clear about SPL's objectives for the community. While this was most pronounced in Mu I, all of the communities in the evaluation expressed either a desire for more clarity about SPL's plans for them or that they were simply not aware of its medium or long-term plans. They see the MoU between SPL and the communities as too general, and would like a clearer plan, although they admitted not having plans of their own the development of their community. In Mu I, men respondents suggested that a clear work-plan should be agreed between SPL and the community for a certain time period, e.g. one to three years, to be revisited regularly. Uni and Sesa agreed that this would be a good idea and that it would help them to know how to work with the facilitators more and be more active when the facilitators were not there.

¹⁴ There other forms of community land use rights in Indonesia such as community forest (*hutan kemasyarakatan*), village forest (*hutan desa*), and the IUPHHK-MHA in Papua, but SPL has encouraged communities to pursue stronger land tenure security through *hutan adat* and *hutan hak*. This is consistent with the findings of Myers et al. (2017). Claiming the Forest. Land Use Policy (66) <https://linkinghub.elsevier.com/retrieve/pii/S0264837716313436>

SPL's resources are spread thinly across 40 communities. Examining the geographical coverage of SPL's operations and the number of its staff (eleven field facilitators, five coordinators, one program manager and one program assistant, with support from administrative staff), SPL facilitators and management agreed that they are working at maximum capacity. The evaluation team discussed workloads and travel requirements with the facilitators and there was a clear sense that they could not take on more areas or more work in the existing communities with current staffing levels. Some facilitators take five days to reach the villages and are often gone for two months and then return to the office for two months, often without effective communication with the home office or their families while they are away due to poor cellular coverage.

The organisational structure is relatively flat, with 18 members of staff reporting to the Programme Manager. SPL recognises the challenge of finding qualified people for management positions, especially as Marauke is hardly an NGO hotspot and SPL salaries are modest. The addition of the Programme Manager in 2015 was strategic and allowed the Director to play a more hands-off role in day-to-day operations so that he could focus on more strategic issues. However, it is difficult for a Programme Manager to attend to 18 staff, many of whom are working in remote areas. Each regency has a coordinator, but these are not managers but rather liaise with local government actors and support and co-ordinate the field facilitators.

Women facilitators struggle to connect with men and men facilitators struggle to connect with women in the communities. According to SPL facilitators, women encounter barriers working with men in the communities and since the forest management objectives are dominated by men they are concerned that these limitations could inhibit the achievement of project objectives. They mentioned that in some cases they call a meeting but women do not attend because men dominate that space and men would not attend because the meeting was called by a woman. According to SPL, only one of the 40 local community facilitators (not SPL staff) is a woman. Women facilitators were also concerned about their personal safety in the field, especially pertaining to the sometimes long distances they must travel to reach a community along isolated pathways.

SPL receives no overheads from RFN, which makes business development challenging in terms of financing the development of proposals or specific efforts to engage other potential donors that could leverage RFN funds. While SPL reports that RFN has been flexible about allocating project funds to pertinent organisational needs, SPL currently has no access to discretionary funds and its managers were not clear where they might find the resources to, for example, develop a proposal for a new project.

The capacity of field facilitators and other staff is limited in certain areas, particularly in relation to facilitating community planning, conflict management, technical skills for product development and market access, gender analysis, public policies, and regulations including legal drafting, communication skills, project development, management and reporting. In addition to a security policy for field staff, particularly women field staff cited a need for basic self-defense and safety training.

SPL's logical framework generally reflects its project priorities . This framework is organised according to three overarching objectives that are closely aligned with SPL's programming and priorities: rights-based forest management and protection; access to and support for social services; and recognition of customary community concerns.¹⁵ Each outcome has one or two outcomes and short-term 'annual' outputs. The outcomes and outputs align with the realities of SPL programming. The indicators are all quantitative and do not always reflect SPL programming. For instance, part of Silva's strategy is advocating for facilities such as community school and health facilities. While these are indirect objectives in the overall purpose of protecting forests, they are basic human needs that are otherwise ignored by the government, according to community and SPL respondents. Government respondents agreed that SPL have influenced their decision to construct some of these facilities. SPL measures the success of Outcome 2 - support government provision of social services in the communities - by the number of children attending school and community members attending health clinics. The advocacy process is not reflected in the logical framework, and the number of people using the services is beyond SPL's control or even influence. The evaluation team's [review of the logical framework](#) can be seen in the annex.

The logical framework has only been in place for a year. Staff are gaining an understanding of it but how it can assist with management decisions has not yet been fully tested . SPL staff were interested in finding out more about how to improve and make use of the framework but were not clear about how to do this. The SPL's director acknowledged the potential for using the logical framework for results-based management, and SPL has started to incorporate indicators into its regular programme reviews.

SPL has built and monitors a risk-management framework as part of its reporting and management system. Each indicator is for one or more risk and includes a risk mitigation strategy.

SPL takes a considered approach to programming and addresses issues systematically. A number of issue-based reports such as a 2019 Forest and Land Product Study and 2018 and 2019 Gender Study show that intensive efforts have been made to address some of the opportunities for and core constraints to SPL programming. This shows the SPL's strategic approach to programming. The sector-specific coordinators are also a move in this discretion: education, health, gender and economic development each has its own coordinator.

¹⁵ The findings are organised similarly, except that the evaluation team has highlighted economic development, which SPL considers part of its forest management and protection model, although it received a large amount of interest from community, government, and SPL respondents.

RFN added value

8. What is RFN's added value to the partners?¹⁶

RFN is SPL's only regular and stable donor. While SPL has had funding from other sources, this has been short-term and generally in small amounts. SPL is in many ways the sum of the RFN project.

SPL managers value the input of the RFN consultant based in Indonesia who regularly visits SPL and its project sites. The consultant is a sober sounding board and critic of SPL plans and reports. Senior SPL managers appreciate how he improves the quality of SPL programming and reports.

Although this is SPL's responsibility, **there is little evidence to suggest that RFN has helped it diversify its funding streams.** RFN's support is limited to its programme, which is well within its contractual rights, and it is not under any obligation to provide greater institutional support.

Conclusions

These conclusions are the analyses of the findings, essentially answering “so what?” to the findings. Following the [Terms of Reference](#) provided by RFN, this section addresses SPL's impact and effectiveness, the value that RFN' adds, and the 'way forward'.

Impact

SPL has a positive impact in terms of both mitigating against deforestation and forest degradation and in the communities' social and economic development, as shown in its logical framework. There is clear empirical evidence that communities' interests are being protected at regency government level; that communities are organising better and mobilising to formalise their claims to the forest and to think strategically about economic development objectives; that the visibility of the Kombai and Korowai has increased in the media and among policy-makers; and that the communities have a trusted ally which they can depend on to help them develop their livelihoods, protect the forest, and advance their wellbeing.

Effectiveness

Program

Overall, SPL's strategy and implementation are working well and are advancing the objectives of both the project and the communities. SPL has proven effective at delivering results, and although results-based reporting is yet to be fully tested the organisation seems well prepared to monitor and report on its effectiveness.

SPL's close alignment with the interests of community members creates a strong relationship between the two. Findings related to community members' appreciation of regular

¹⁶ Note that the answer to “Should anything be done differently in order to strengthen the added value of RFN for SPL's project?” as specified in the [Terms of Reference](#) has been moved to Recommendations.

facilitator visits to the community to help, and their broad appreciation of SPL's work in the villages show that SPL is advancing some of their core concerns including forest protection. This has created a special relationship between the communities and SPL that other civil society groups have been unable to emulate.

SPL has proven effective at influencing policy change. The Boven Digoel RTRW is a strong accomplishment for SPL and demonstrates that it has the capacity to influence policy under certain conditions. The other regencies are likely to pose new challenges, however, and SPL's relationships with key leaders elsewhere is not as strong as they are in Boven Digoel. The other major policy change that is required to complete the implementation of SPL's model is that the province must provide a mechanism for claiming customary or rights-forest. The customary village designation is already in place and may have advantages in some contexts. SPL's strategy of not pursuing the village forest designation is aligned with its long-term interest in land tenure security (i.e. not only user but also ownership rights). This provincial issue is likely to experience more delays and opportunities as South Papua becomes its own province.¹⁷

In the absence of legitimate voices supporting the Kombai and the Korowai people, **SPL has an important role communicating their concerns to government officials and the media.** Its multi-pronged strategy of advocating for community interests and connecting communities with influential actors is raising the communities' awareness of their role in forest protection. Participatory mapping and their participation in planning and policy-making and engaging the media all serve the purpose of heightening awareness and recognition of the Korowai and Kombai.

Progress toward formalising land and forest rights is slow. This report has outlined many of the reasons for this, including the time it has taken to gain the trust of the community members, the level of involvement of geo-mapping by only a few staff, the lack of clarity about requirements for claiming customary land at the provincial level, the absence of documented customary laws about forest and land management, and so on. However, the template for formalising rights is sufficiently clear to set objectives for community members' agreement on maps and regulations, and the process of applying for recognition as a customary user association is established in all regencies. This issue is at the forefront for all the communities interviewed and for SPL itself. The pace at which the communities are positioned to formalise land tenure is set to increase given the appropriate resources.

There is some misalignment of community expectations with SPL's plans related to a number of findings about the level of SPL involvement with the communities and the failure, at least in some cases, to clearly articulate its plans to them, giving community members and facilitators alike the impression that the work in the villages is *ad hoc*, although it is still appreciated. **The lack of village-specific planning may delay progress and miss opportunities to inspire communities and SPL staff toward common objectives.** Higher-level work such as the RTRW in Boven Digoel is more strategic and planned. This has had the effect of creating some tension and confusion, and likely inefficiency of work.

Market access is central to proving the SPL concept. Since hopes of income generation are high, the SPL's strategy needs to be clear. No viable marketing institutions were identified in the findings, suggesting that even if it could help communities to produce to fulfil market demand

¹⁷

<https://www.beritasatu.com/nasional/589639/pemekaran-papua-selatan-mendesak-untuk-dekatkan-pelayanan-ke-masyarakat>

the impact on the communities would be suboptimal. Addressing this gap would mean finding a viable model that would minimise exploitation by producers in the value chain and careful selection of commodities that demonstrate market potential to bring returns to communities.

The potential for tourism has been proven by SPL through the Sago Grub Festival; however, the government is unlikely to provide significant support due to limited capacity, both in scale of available financial resources and the ability to market tourist destinations. The remoteness of the area and the level of available facilities suggests ‘adventure tourism’ (essentially camping) with high transportation and marketing costs.

SPL’s focus on children’s education likely to have long-term benefits for the forest.

While the SPL education and health portfolios are not always directly related to the protection of forests, there are several plausible connections in the long term. First, an educated population can better monitor village, customary and group leaders. Second, education in specific areas such as agriculture, business, forest management, law, medicine and health could help the communities to develop themselves. These benefits assume that educated community members either stay in or return to the village.

Women participate unequally in SPL programming; however *noken*, produced mostly by women, is perhaps one of the products with the highest potential for economic development. Promoting gender equality is difficult in the Korowai and Kombai context, where women are considered the property of men. While changing this mindset is a long-term endeavour, SPL has a strong entry point in women and men’s joint interest in economic development and forest protection. Although some signs of jealousy have already emerged among men due to the prioritisation of *noken* as a high-potential commodity, they have also expressed willingness to support its production in terms of both giving their permission for their (often multiple) wives engagement and shared workload.

Communities are not able to take full advantage of the financial resources available to them due to low capacity to navigate bureaucratic systems. While there has been some government assistance in the villages, usually in the form of provision of seedlings and the construction of schools and health centres, community members’ lack of awareness of the programmes available to communities, including the Village Fund, demonstrates their lack of capacity to find information and navigate through the bureaucratic system to their benefit. Improving access to these provisions could amplify SPL’s programmes in many cases.

SPL’s work on media relations and raising awareness of the communities in its project area have been effective up to the provincial level. The evaluation team was unable to test national and international media awareness but SPL respondents suggested that this level of media representatives has been hard to engage. More engagement with national and international media as well as with indigenous people’s fora could help to shed light on the differences between provincial and national levels of government that have resulted in a stasis in terms of a path by which customary forest claimants can formalise their territories.

Management

SPL’s dependence on RFN funding is a risk to the organisation. By relying on a single donor, SPL is not only vulnerable to RFN (and Norad) funding priorities, which could change, but also the extent to which they are able to deliver programming aligned with interests outside of RFN

priorities is limited. For instance while RFN has proven flexible about meeting meet SPL's core interests it will not support education to the extent that SPL would like.

With only direct programming costs provided by RFN and a lack of other donors or discretionary funds, SPL may encounter limited growth opportunities or serious financial risks in the future. There is clearly stakeholder demand for more depth and breath in SPL's programmes; however, it is not yet clear how this demand can be resourced.

Capacity-building is required for SPL staff. The focus of the project is shifting from developing relationships with communities and sampling commodity production to implementing the model, especially market access (much of which would involve women) and formalising land tenure. This will require different skillsets among SPL staff, necessitating strategic capacity-building and recruitment planning.

As programming shifts to higher-level programme advocacy and delicate political processes such as the inclusion of customary lands in RTRW **there is an increased demand for skills, networks and knowledge in the SPL's director.** Steps must be taken to expand these skills in SPL's toolkit, further focussing the director's role on these functions and/or recruiting or building the capacity of staff with similar levels of ability, which will be challenging.

Findings from facilitators and community members alike signalled that there are **significant cultural barriers in terms of gender relations that could impede programming effectiveness.** These barriers - e.g. reports that women facilitators struggle to engage men and that community members are uncomfortable meeting with a facilitator of the other gender - mean that women community members are under-engaged in SPL activities and women facilitators struggle to engage community leaders.

While the level of effort to develop health and education may be appropriate with one co-ordinator for each, **gender and economic development coordinators have cross-cutting and central roles and may more demand than they are able to deliver.** There is no specific coordinator with expertise on forest rights policy, which will be a focus of future programming.

RFN's added value

RFN is a valuable supportive partner for SPL. There is little question that SPL would not be where it is today if not for RFN. Further, since SPL occupies such a unique space in the development landscape in Kombai and Korowai communities, it is possible that without SPL these communities would not have another such ally. Apart from financial partnership, RFN provides SPL with credibility and is a valuable mentor as it matures as an organisation.

RFN took an innovative and risky step to catalyse a new organisation when it encouraged the creation of SPL. That risk has and is likely to continue to pay off in terms of filling a niche that truly needed filling in the project locations.

Way forward

The relationship between SPL and RFN is strong in terms of their ideologies, history, and objectives. There is a close fit between these organisations and their partnership results in the achievement of their mutual objectives.

There is a tension between the choice to intensify activities in the existing 40 communities or expand to more communities. Assuming limited budget increases, the message from the communities with which SPL currently works is clear: intensify activities. However SPL only works with about 60 per cent of the area claimed by customary communities in Southern Papua. SPL suggested that there are still several communities, especially in Boven Digeol, with which it is not yet working directly. Intensification is probably inevitable, as the process of obtaining forest status (customary or rights) will be onerous at village, regency and province levels. While all villages benefit from SPL's policy work (the Boven Digoel RTRW for example), advancing forest status and developing products for market are intensive activities, both of which will be a prioritised in future programming. At the same time, the 'foot in the door' approach that SPL has been practicing so far has yielded positive results, especially given the time it has taken to develop relationships and build trust with community members.

The problematic policy environment pertaining to the linchpin of the SPL forest protection model, formalising forest rights through customary forest or rights forest, will require more attention in the coming years. SPL does not have a senior member based in Jayapura who can interact with the provincial government on a regular basis to navigate this thorny issue. While it is unlikely that SPL could have enough influence to untangle the political arm-wrestle in which the province and the Ministry of Environment and Forestry are locked, its connections with other NGOs based in Jayapura and working on similar issues could be stronger if it was more involved in facilitating the inclusion of the perspectives of the communities. SPL's relationships are very strong at the regency level but less so at the provincial level, where the bottleneck is.

Lessons learned/recommendations

8. Should anything be done differently in order to strengthen the added value of RFN for SPL's project?
9. What are the identified challenges and needs that RFN should consider addressing in a potential next phase of the project?
10. Should any of the project activities be upscaled or downscaled?
11. Should the project strategy be revised, considering the recent changes in spatial legislation (in Boven Digoel Regency) create opportunities?

In this section the evaluation team makes concrete suggestions about what it considers should be continued or modified to optimise the project and the SPL-RFN relationship. These recommendations and lessons learned are separated into programming and management. The recommendations are operationalisable suggestions, each of which should be discussed and addressed by SPL and RFN management, or the rationale for not addressing them should be made clear. There are 19 recommendations, so a salient first step might be to prioritise them in terms of urgency and importance.

Programming

1. Overall, SPL should continue the direction of its programming and the development of its multifaceted model to protect forests, improve economic development, and enhance the wellbeing of communities in the project area. The call from all respondents was to increase the level of programming, which the evaluation team would support by prioritising intensifying SPL's activities in current communities and expanding to others once land tenure security has been formalised in most existing communities. The focus on proving the model should be on (1) formalising land tenure security and (2) developing market access from which community members can benefit.
2. SPL's success with the RTRW in Boven Digoel is exemplary in terms of formalising the government's recognition of customary land and its willingness to use the land in accordance with the communities' wishes and protect areas of land to which customary communities lay claim. This success, however cannot be assumed in the other regencies in which SPL works. It was largely facilitated by a sympathetic regent whose vision was strongly aligned with those of both SPL and the communities. SPL should therefore position itself to achieve similar success in the other regencies. Further, inclusion of the customary land in the RTRW is not land tenure security: it is a temporary measure that can easily be changed in the revisions that occur every five years. The RTRW is therefore an important strategy to ensure that there is a window of time in which SPL can advance formal land tenure without concern about legal interventions from land developers and disruptions. It also directly benefits communities with which SPL does not yet work.
3. Consider adding local women facilitators so that each community has one woman and one man local facilitator. This could improve engagement and alleviate many of the concerns of facilitators working with communities. The cost of implementing this recommendation is likely to be small relative to the scale of the project.

4. Develop village leadership capacity to manage finances such as Village Funds in fulfilment of government expectations to increase communities' access to financial resources. This may require some specialised support from SPL, but could amplify the effects of the project several-fold at minimal cost. Village government capacity-building can also be achieved by encouraging greater clarity in village development planning. Increasing the capacity of village budget management will have implications for the quality of village development and public services. This effort can be synchronised with SPL on facilitating community planning (recommendation #5), with the SPL's plan integrated into village development planning. Village development planning involves a six-year mid-term village development plan (*Rencana Pembangunan Jangka Menengah Kampung/RPJMK*), an annual village development plan (*Rencana Kerja Pemerintah Kampung/RKPK*), and annual budgeting (*Anggaran Pendapatan dan Belanja Kampung/APBK*).
5. Draft specific, time-bound plans for each village after discussion and agreement with the community. Memoranda of Understanding with communities are principle-based
6. and do not include plans. A model could be developed and tested in one village and then expanded to all such that (1) facilitators understand their targets for each community; (2) community members understand and participate in the development of their work plan; (3) transparency and trust increase; (4) unrelated requests from communities are minimised; and (5) a basis is formed for SPL's monitoring and evaluation of community facilitation . Planning can also be a basis for the community to advocate for their interests to relevant stakeholders such as local or village government through integration in village planning and budgeting (recommendation # 4)
7. SPL should consider piloting a more intensive model in communities with which it has already established a relationship. This is already happening in Mu I, where it should be monitored as a potential model, implementation of which would require greater financial resources.
8. SPL should not reduce the number of villages in which it works. Although resources are limited and demand is increasing, its relationship with the communities has proven beneficial to the objectives of the project, even when assistance is limited.
9. SPL and RFN need to invest more in building relationships with policymakers by stationing key staff with the capacity to negotiate with government representatives and liaise with community leaders to influence policy at the provincial level. This report outlines the complexities of 'social forestry' designations in Papua. While the obstacles are political at the provincial and national levels, there is room for SPL to influence negotiations and ensure that the interests of customary communities are met, probably in a coalition with other civil society groups. As noted, the establishment of South Papua, with its capital in Merauke, might present an opportunity for SPL to bypass many of the obstacles that have arisen between Jayapura and Jakarta.
10. A specific coordinator may be required to lead the advancement of forest and village rights applications. The coordinator should be a specialist in government relations and land tenure security policy.
11. More effort may be required from gender and economy specialists to consider a strategic approach that combines gender mainstreaming and women's economic empowerment. All facilitators should be trained in these issues as cross-cutting themes, followed by a series of capacity-building workshops to ensure the implementation of what is learnt in the community facilitation process.
12. Integrate the roles of forest in school lessons (*muatan loka*)/children's communal activities to ensure the community's future protection of the forest. At present forest knowledge is

not robustly included in national curricula, but it could be included through the local content provisions.

13. The path to contribute to SPL's objectives should be built into the scholarship programme. In this way SPL could target specific sectors such as land law, agriculture, and conservation forestry that would directly benefit its forest protection objectives. This may become increasingly important if SPL agrees with Recommendation 14 about a community-owned marketing entity that would initially have to be managed by 'outsiders' but with careful planning could come under the managerial control of qualified community members with the relevant education who have been mentored by professional staff to enable them to take over the organisation after a certain period of time
14. Studies of market and tourism potential are required in order to target programming based on empirical evidence.
15. There are no viable marketing organisations in the project area. The provincial government claims this role but, as elsewhere in Indonesia, does not hold out much promise. The feasibility of a marketing co-operative or other special vehicle should be explored, focusing on commodifying products beyond local markets. The design of the organisation should be such that community members are positioned to maximise returns from the product value chain and may start as distributors and then branch out into retail in high-value markets as deemed feasible. While *noken* is a likely starting point, in the future upcoming commodities such as black pepper or possibly rubber could also be processed and/or marketed through a central community-owned enterprise. Civil-society organisations are rarely well-positioned for this role, but SPL would be instrumental in setting this up and supporting its early development. The evaluation team urges careful consideration of the structure of any community-owned marketing entity to mitigate against men taking over as the revenues increase. This may mean separate entities for women and men, or ensuring that women always have a controlling interest. We also note that there may be an opportunity to access additional funds should village economic enterprises (*Badan Usaha Milik Kampung /BUMK*), (law #6/2014) be developed as either members or clients of a marketing entity. This could provide opportunities for communities to access resources such as economic development funds .
16. Although relations with regency and provincial-level media have been strong and effective, especially those facilitated by the Sago Grub Festival, there may be an advantage to achieving SPL's recognition-based objectives via national and international outlets. This could be assisted by engaging more directly with national indigenous peoples' groups such as AMAN, which has proven effective at attracting media attention and making indigenous issues visible to international fora. The evaluation team is aware of the political problematics of doing this, but it may be worth exploring to elevate its advocacy, especially considering the impasse in which the province and central government find themselves regarding social forestry schemes in Papua.

Management

17. The influential role of the director requires a succession plan with clear time limits that show how the director can continue to delegate programming and how key government and community relations responsibilities can also be passed on. One option is for the current director to take on an advisory role at some point in the future. This plan should be developed closely with the Board of Directors.

18. SPL needs to diversify its donor base. While this is clearly SPL's responsibility, it also requires some discretionary funds to allow them to explore the options, meet new donors and develop proposals. They could benefit from RFN's networks and support here.
19. SPL should develop a strategic capacity-building plan to articulate its capacity-building needs. Capacity-building models such as mentoring, coaching or internships could be considered.
20. While the logical framework is comprehensive, it could be streamlined. Specific reflections and recommendations are attached in an Annex.

Annexes

List of documents reviewed

1. SPL. 2014. Project proposal
2. SPL. 2016. Project proposal
3. SPL 2012-20. Project annual plans to RFN.
4. SPL 2012-19. Project reports to RFN.
5. Rauf, Abdul. 2016. Activity report on Study of Pepper planting in Sigabel Jaya, Muting regency.
6. SPL Media Clippings
7. SPL RFN Contract, May 8, 2019
8. SPL map of project area
9. Mote, E. 2017. Kombay Socio-Cultural Data Analysis. Merauke: SPL.
10. SPL. 2015. Korowai Social Study. Merauke: SPL.
11. SPL. 2019. Survey of Forest and Land Potential in Korowai, Kombay and Kopkaka.
12. Sari, R. 2018. Report on the Identification of Gender Issues in Boven Digoel. Merauke: SPL.
13. Sari, R. 2019. Synthesis Report of the Harvard Gender Analysis in Boven Digoel, Asmat and Mappi.
14. RTRW Draft Boven Digoel

List of interviews conducted

Individual interviews

1. Head of BAPPEDA Kab. Boven Digoel, Tanah Merah
2. Department of Forestry Team, Tanah Merah
3. WWF Lestari, Tanah Merah
4. Community Empowerment Agency, Tanah Merah
5. Head Korowai Indigenous Peoples Association (Lembaga Masyarakat Adat), Tanah Merah
6. Forestry Agency, Jayapura
7. Tourism and Creative Industry Agency, Jayapura
8. Programming team at INCIF, Jayapura (NGO)
9. Head of *Perkumpulan Terbatas untuk Pengkajian dan Pemberdayaan Masyarakat Adat* (PTPMMA), Jayapura (NGO)
10. Regency planning consultant, Boven Digoel (remote)
11. Cendrawasih Post Journalist, Jayapura

Village-level group interviews:

1. Mu I Women
2. Mu I Men
3. Mu I Village Leaders
4. Uni Women
5. Uni Men
6. Boma 2 Women's Group
7. Sesa Women

8. Sesa Men

SPL Interviews

1. SPL all programme staff
2. SPL director (ongoing meetings while in the field)
3. SPL facilitators-only meeting

Data collection instrument I: Key informant interviews

Introductions

We are here to discuss with you the project called “XXX” that have been run by SPL and involved rights-based forest management and protection models, social services (eg schools and clinics) and broader public awareness of issues that *Masyarakat Adat* face. We are hired by RFN, a Norwegian NGO that works with SPL on this project. Most projects are evaluated from time to time, which means that the NGO (in this case RFN) contracts an independent evaluation to understand how well the project has been going. Our job is to hear from you, what your thoughts are about the project so that we can let SPL and RFN know how to improve their work in the future. Our objective is to learn from experience and make sure your voices are heard. Everything you say will be anonymous. We will refer in our report to RFN that “a regency official” or “civil society observer” , but not more specific than that. So, we hope you can feel free to talk openly with us to make sure that RFN and SPL can build on what you think they are doing well, and improve on what they could do better. We will take notes to make sure we document your views and, if you agree, we will also take a recording, which will only be for our sure to make sure that we understand your points. We don't want you to feel that they have to be here, so only speak if you want to and please don't feel obligated to answer any specific questions. We appreciate that you are busy and appreciate your time. Any questions?

A. Context analysis

[For RFN/SPL]

- (a) What is the profile of project beneficiaries which regard to welfare, forest resource management, institutional and social hierarchy and involvement in policy making processes?
- (b) What are internal/ organisational changes that affect the project (such as strategic planning 2019, etc.)

[For government and civil society]

- (c) What can you tell me about the project?
- (d) What is the profile of project beneficiaries which regard to welfare, forest resource management, institutional and social hierarchy and involvement in policy making processes?

[For RFN/SPL, government and civil society]

- (e) What are the socio-political conditions and dynamics at the national, regional and local levels that have implications for the project? For example: electoral politics, national-sub national relations, regional proliferation and violent conflict, impact of MIFEE, etc.)
- (f) What are the conditions and dynamics of forest resource management in the project area, including recent changes in spatial legislation in Indonesia and Papua?
- (g) How well does the project fit with regional planning and development priorities?
- (h) What are the opportunities and challenges of above conditions that have implications for the project?

B. Effectiveness

2. What progress has been made towards achieving the overall project's goals?
3. Has SPL been able to effectively cover the whole project area? Is the organisational set up and internal management appropriate for implementing this project?
4. To what extent do project staff understand the threats to forests in the project area?
5. To what extent have programs of education, health, economy and gender contributed to progress towards the project's goals?
6. How effective has the project been in responding to the needs of the beneficiaries?
7. Was the strategic approach of the project realistic, appropriate and adequate to achieve the projects goals?

[SPL only]

- (a) Please tell us about how the project is managed. Who makes decisions and how are they made? Where are staff based? How to remote staff participate in decision-making? How are community members involved?
- (b) Does the project have adequate staff (in terms of quality or quantity) in implementing the project? What has been done by SPL to increase staff capacities?
- (c) What are the main drivers of deforestation? What has the project done to address this deforestation problem?
- (d) What progress has been made towards achieving the overall project's goals? And also related to the project outcomes below:
 - establishment of a rights-based forest management and protection models?
 - access and support for indigenous group to government social services?
 - mobilising stakeholders on supporting forest protection in the traditional territories?
- (e) To what extent have programs of education, health, economy and gender contributed to progress towards the project's other goals?
- (f) Please let us know what the process of achieving these objectives was like. What steps did you take, what were the main barriers and how did you overcome them?
- (g) How effective has the project been in responding to the needs of the beneficiaries? How is the project strategy taking into account the context and needs of beneficiaries? Is there room for flexibility in terms of project strategy considering conditions and needs of beneficiaries?
- (h) Were there any unexpected results?
- (i) Have any new problems or opportunities arisen from the change of forest status and implementation (or official registration) of the new forest-governance models?
- (j) Give examples of the needs of project beneficiaries that have been addressed by the project
- (k) Was the strategic approach of the project realistic, relevant, appropriate and adequate to achieve the project's goals?

[RFN]

- (l) How did SPL develop the program? Does the SPL integrate learning from the previous year into the next year's project?

- (m) Does the project have adequate staff (in terms of quality or quantity) in implementing the project? What has been done by SPL to increase staff capacities?
- (n) What progress has been made towards achieving the overall project's goals? And also related to the project outcomes
- (o) How effective has the project been in responding to the needs of the beneficiaries?
- (p) Was the strategic approach of the project realistic, relevant, appropriate and adequate to achieve the project's goals? Is there any uniqueness or innovation in terms of the project strategy developed by SPL?

[Government]

- (q) What progress has been made towards achieving the overall project's goals?
- (r) How effective has the project been in responding to the needs of indigenous groups?
- (s) How have the management and protection of forests based on the rights of the Masyarakat Hutan Adat been accommodated in the [regency and provincial] spatial planning documents (RTRW)?
- (t) How do you think the RTRW is going to influence the kawasan hutan/ forest function and what will it do to protect the land rights of communities especially in protected areas?
- (u) In what ways, if any, has SPL's work influenced policies or practices in [your department] and/or discussions among civil society groups or media? (e.g. Forest management policy, provision of schools, health centres etc).
- (v) Have any new problems or opportunities arisen from the change of forest status and implementation (or official registration) of the new forest-governance models?
- (w) Was the strategic approach of the project realistic, relevant, appropriate and adequate to achieve the project's goals? Is there any uniqueness or innovation in terms of the project strategy developed by SPL?

[Civil society]

- (x) What progress has been made towards achieving the overall project's goals? And also related to the project outcomes?
- (y) Have any new problems or opportunities arisen from the change of forest status and implementation (or official registration) of the new forest-governance models?
- (z) In what ways, if any, has SPL's work influenced government policies or practices and/or discussions among civil society or in the media?
- (aa) How effective has the project been in responding to the needs of the beneficiaries?
- (bb) Was the strategic approach of the project realistic, relevant, appropriate and adequate to achieve the project's goals? Is there any uniqueness or innovation in terms of the project strategy developed by SPL? How is the view of CSOs related to strategy developed by the SPL on empowering indigenous group?

[Media]

- (ab) What types of information have you received from SPL?
- (ac) In what ways have you used this information?
- (ad) Please give some examples of specific information or advocacy from SPL that influenced the way you cover stories.

C. Impact

I. What are the positive and negative changes that have resulted from the project (directly or indirectly, intended or unintended)?

NOTE: The evaluation team considers the framing of this question posed by RFN is strongly overlapped with Effectiveness. We suggest that impacts relate more to “Does the development intervention contribute to reaching higher level development objectives (preferably, overall objective)? What is the impact or effect of the intervention in proportion to the overall situation of the target group or those affected?” (OECD DAC)

(a) What has the project meant for the overall communities? What were the most significant changes both positive and negative?

[Depending on answers to B(d)]

- What does having hutan adat mean for community members?
- What are the implications for having better access to schools and health facilities?
- What does it mean if women are more involved in decision-making?
- What does it mean that there is more or more accurate media coverage of adat communities and that policymakers are more aware of decisions?

(b) How strongly does achieving these objectives affect deforestation?

(c) Please consider whether or not these changes would have happened if the project had not operated here.

[NOTE: If there any change stories experienced by project beneficiaries as a result of project intervention, . More information can be extracted to compile the change stories, which focus on changes on the ground and how the change process is (The Most Significant Changes/ MSC)]

D. RFN's added value

8. What is RFN's added value to the partners? Should anything be done differently in order to strengthen the added value of RFN for SPL's project?

[For SPL]

- (a) What, if anything, have you learned from RFN?
- (b) In what ways has RFN changed the way that SPL operates?
- (c) What could RFN do, if anything, to help to strengthen SPL more?

E. Way forward

9. What are the identified challenges and needs that RFN should consider addressing in a potential next phase of the project?

10. Should any of the project activities be upscaled or downscaled?

11. Should the project strategy be revised, considering the recent changes in spatial legislation (in Boven Digoel regency) create opportunities?

[For government and civil society]

- (a) What are the identified challenges and needs –including changes of government policies and regulations- that SPL/RFN should consider addressing in a potential next phase of the project?
- (b) Are there any planned policies or initiatives from the government or CSO that are in line with project initiatives in the future?
- (c) To what extent are the aims of the project still relevant and coherent with regency-level policy directions?
- (d) Do you have ideas about what social forestry models could be more suitable than existing models for Korowai and Kombai and other clan-based customary forest users?.

[For RFN and SPL]

- (e) What are the identified challenges and needs that RFN should consider addressing in a potential next phase of the project?
- (f) Should any of the project activities be upscaled or downscaled?
- (g) What are the main strengths of the relationship between RFN and SPL?
- (h) What are the main weaknesses/challenges of the relationship between RFN and SPL?
- (i) What changes would enhance the working relationship between RFN and SPL?
- (j) Should the project strategy be revised, considering the recent changes in spatial legislation in Boven Digoel regency, and what opportunities and challenges do those changes present?
- (k) Are there any other ways that SPL programming can better align with government policies and planning?

Data collection instrument 2: Village focus groups

Introductions

We are here to discuss with you the project called “XXX” that have been run by SPL and involved rights-based forest management and protection models, social services (eg schools and clinics) and broader public awareness of issues that *Masyarakat Adat* face. We are hired by RFN, a Norwegian NGO that works with SPL on this project. Most projects are evaluated from time to time, which means that the NGO (in this case RFN) contracts an independent evaluation to understand how well the project has been going. Our job is to hear from you, what your thoughts are about the project so that we can let SPL and RFN know how to improve their work in the future. Our objective is to learn from experience and make sure your voices are heard. Everything you say will be anonymous. We don’t take notes on who said what, but we will refer in our report to RFN that “community members think this or that” we may also refer to “community leaders” or “a woman/youth respondent”, but not more specific than that. So, we hope you can feel free to talk openly with us to make sure that RFN and SPL can build on what you think they are doing well, and improve on what they could do better. Even SPL is open to your critique so this is a good chance to make your concerns known. We will take notes to make sure we document your views and, if you agree, we will also take a recording, which will only be for our sure to make sure that we understand your points. We don’t want anyone to feel that they have to be here, so only speak if you want to and please don’t feel obligated to be here. We appreciate that you are busy and that you are taking time to talk with us and we hope that it will be to the benefit of you and your families. Any questions?

A. Context

- (a) What can you tell me about the project?
- (b) How important is it in your priorities for the village?
- (c) What are the other pressing priorities?
- (d) How much of a concern is deforestation, and if it is a concern, what are (1) major issues and (2) major drivers?
- (e) How were community members been involved in the design of the projects?
- (f) How do community members give feedback on the operation or management of the project to let SPL know that things are going well, or there is a problem? Please provide an example.

B. Effectiveness

2. What progress has been made towards achieving the overall project’s goals?
3. Has SPL been able to effectively cover the whole project area? Is the organisational set up and internal management appropriate for implementing this project?
4. To what extent do project staff understand the threats to forests in the project area?
5. To what extent have programs of education, health, economy and gender contributed to progress towards the project’s goals?
6. How effective has the project been in responding to the needs of the beneficiaries?
7. Was the strategic approach of the project realistic, appropriate and adequate to achieve the project's goals?

- (a) Please tell us about your relationship with SPL and the project. How do you describe your interactions with SPL? Do they come to the village enough? Do they listen to and understand your concerns?

- (b) What are the main drivers of deforestation? What has the project done to address this deforestation problem?
- (c) What progress has been made towards achieving the overall project's goals? And also related to the project outcomes below:
 - establishment of a rights-based forest management and protection models? [Part of the project is aimed at sustainable forest management and protection].
 - access and support for indigenous group to government social services?
 - mobilising stakeholders on supporting forest protection in the traditional territories?
- (d) To what extent have programs of education, health, economy and gender contributed to progress towards the project's other goals?
- (e) Please let us know what the process of achieving these objectives was like. What steps did you take, what were the main barriers and how did you overcome them?
- (f) What about the other areas we just talked about? What do they mean for you, your community, and your land and forests?
- (g) How effective has the project been in responding to your needs? How is the project strategy taking into account your context and needs? Do you feel there is room for flexibility in terms of project strategy considering your conditions and needs?
- (h) How have the management and protection of forests based on the rights of the Masyarakat Hutan Adat been accommodated in the [regency and provincial] spatial planning documents (RTRW)? How was your involvement in this RTRW discussion process?
- (i) Have any new problems or opportunities arisen from the change of forest status and implementation (or official registration) of the new forest-governance models?
- (j) Give examples of the needs of project beneficiaries that have been addressed by the project
- (k) Please give some examples of how you participated in the design of the project and/or provided feedback to SPL on the way the project is advancing.
- (l) Was the approach of the project realistic, relevant, appropriate and adequate to achieve the project's goals?

C. Impact

8. What are the positive and negative changes that have resulted from the project (directly or indirectly, intended or unintended)?

- (a) What has the project meant for your overall community? What were the most significant changes both positive and negative?

[Depending on answers to B(d)]

 - What does having hutan adat mean for community members?
 - What are the implications for having better access to schools and health facilities?
 - What does it mean if women are more involved in decision-making?
 - What does it mean that there is more or more accurate media coverage of adat communities and that policymakers are more aware of decisions?
- (b) How strongly does achieving these objectives affect deforestation?
- (c) Please consider whether or not these changes would have happened if the project had not operated here.

D. Way forward

9. What are the identified challenges and needs that RFN should consider addressing in a potential next phase of the project?

10. Should any of the project activities be upscaled or downscaled?

11. Should the project strategy be revised, considering the recent changes in spatial legislation (in Boven Digoel regency) create opportunities?

- (a) Looking forward, what are your priorities for social, economic and environmental improvements?
- (b) What is the next step for this project here? How does SPL build on what it has achieved with you, and what work is left undone? What can SPL do better in implementing the program in the future?

Logical Framework Review

General comments on logical framework:

1. Outcomes and impact align with priorities of SPL and communities
2. There is some elision between outcomes and outputs, and some indicators for outcomes are better aligned with outputs. We point these out where relevant.
3. The balance of outputs to outcomes is reasonable, but there are too many indicators on the whole. We suggest deletions where relevant.
4. In some cases, annual outputs are drafted as activities. SPL should re-frame some of these to reflect the ‘immediate result of activities’ rather than activities themselves.
5. Some types of progress are better measured qualitatively, We urge SPL and and RFN to discuss this so that the logical framework can be better used as a management tool. For example, measuring a policy process as YE/No policy has changed is not useful (at least by itself)... it fails to reflect where in the process SPL is in terms of obtaining policy change. Qualitative indicators allow SPL to report using text rather than a number in a box, and describe how the process has advanced during the reporting period. This is then useful as a management and reporting tool.
6. Although SPL used “women and men” in its description, the targets and reports are aggregated, which limits SPL’s ability to adapt programming to the needs of women or men and obscured participation. Any time SPI counts people. Women and men should be counted separately.
7. The use of terminology of Outcome, Output and Annual Output is not familiar to the evaluation team, however the logic tracks. A more standard set of terms would be Long-term Outcome, Medium-Term Outcome and Output, for example. The important thing is that the logic flows and the lowest result is the one that one might expect to see and be able to measure immediately after an activity is finished. This might not apply “annually” so SPI might find there is more flexibility in adapting the framing slightly.

SPL Logical Framework		Evaluation Team Comment
Impact:	Natural forests in Papua managed by balance between utilisation and protection by integrating rights and needs of indigenous people with government policy	Accurate and consistent with programming priorities.
Outcome I:	Indicator	The idea of economic development is a central part of the model, and shows up in activities, but gets lost at the outcome level. We suggest that everything SPL does is part of the “model” and therefore to separate “forest protection” and “economic development” as separate outcome streams.

The establishment of forest management model and protection of Indigenous Rights in the Territory of indigenous and tribal peoples Kombai, Korowai and Aanu in Digoel Regency, Mappi and Asmat Papua province.	The number of people MHA men and women who agree to manage and protect forests sustainably and sustainable	The establishment of the model may be an output level, where the outcome would be something like effective and sustainable forest management practices. The number of people who agree to this is an output. The number of women and men who practice it is an outcome. Gender disaggregation is required here.
	The number of hectares of forest and land managed and protected by MHA with government recognition	Move with the outcome to become an output indicator.
	Model-based forest management and protection of indigenous peoples' rights integrated into the spatial plan document (RTRW) three regencys and provinces.	This indicator is more related to the effectiveness of advocacy, but we see why it is here too. Suggest making this a qualitative indicator that describes where you are in the process in each regency.
Output 1.1:	Indicator	
The formation of customary rules or rules of villages and traditional institutions in villages in 3 regencies MHA to protect and manage forests and lands facilitated by SPL	Number of villages in Digoel	The output is fine, however a qualitative indicator that shows progress toward this goal would be more useful as a management tool. For example, "Progress toward formalisation of customary forest management rules" could be reported on with a description of the process by regency.
	Number of villages in Mappi	
	Number of villages in Asmat	
Annual outputs 1:		
1. regency government in Digoel get the proposed rule village customs and traditional institutions		These are fine, but require the above outputs before they can occur. 4. Seems more like a medium-term outcome than an output since it signals behaviour change.
2. regency government in Mappi get the proposed rule hometown/village customs and traditional institutions		
3. regency government Asmat in village get the proposed rules/customs and traditional institutions hometown		
4. MHA Kombai, Korowai and Aanu implementing customs rules		
Activities		
1.1.1. Facilitate workshop on the research and draft design custom rules or rules of villages and traditional institutions in 3 regencys		Okay
1.1.2. Facilitate publication customs regulations, rules and institutions of indigenous villages in 3 regencys		
1.1.3. Strengthen capacity of indigenous organisations and village governments in the implementation and enforcement of customary rules or rules related to village land and forest management in three regencys		
1.1.4. Monitoring and evaluation of the application of customs rules or rules related to village land and forest management in three regencys		

Output 1.2:	Indicator	
Mapping of the village administration of indigenous territories clan-based MHA Kombai, Korowai and Aanu in 3 regencys facilitated by SPL	Number of villages mapped in the regency Digoel	Fine
	Number of villages mapped in Mappi	
	Number of villages mapped at Asmat	
	The number of men and women involved in training MHA mapping of indigenous territories clan	Please disaggregate by gender.
	The number of hectares of forest and land in every village	This could be valuable if it were a ratio of forest to non-forest land, which could signal commitment to protection. As it is, a bult number of the area mapped, it is not a particularly useful indicator and doesn't add much more than the number of villages mapped.
	The population of each village who mapped the administrative territory	Suggest deleting. This is not an indicator of the completion of, nor quality of maps.
Annual Outputs 2:	<p>regency Government Digoel, Mappi and Asmat village receive administrative maps for Kombai, Korowai and Aanu</p> <p>regency Government Digoel, Mappi and Asmat and Papua province receive forest maps for Kombai, Korowai and Aanu</p>	Okay.
Activities		
1.2.1. Facilitate mapping of regency administration Kouh Kampung Digoel, Mabul, Banum, Kapayap 3, Akmakot, Sift, Ujung Batu, Kapayap 1, 2 and Ulakhin Kapayap Asmat, Kampung Basman Mappi		Okay.
1.2.2. FGD facilitate approval of administrative boundaries between villages in the regency Kouh Digoel regency, regency Tizain, Mappi, Braza Kolf regency Asmat		
1.2.3. Facilitate consultation meeting related to the administrative borders of the village between the village government Kouh, Mabul, Banum, Kapayap 3, Akmakot, Sift, Ujung Batu, Kapayap 1, Kapayap 2, Ulakhin, Basman and Government Bureaucracy Digoel regency, Asmat and Mappi		
1.2.4. Mapping Location Forest MHA Kombai, Korowai and Aanu		

Output 1.3:	Indicator	
The formation and development of groups MHA forest products and land managers in three regencies facilitated by SPL	The number of groups in every village in the regency of Digoel	Okay
	The number of groups in each village in Mappi	
	The number of groups in each village at Asmat	
	The number of men and women MHA who receive training on the development of commodity-based forest products and land market	Okay, but need to be gender disaggregated for targets and reporting.
	The number of hectares of forest and land managed by the group in every village	Suggest deleting. It does not add significant management value.
	The number of groups asking for support from the government	Yes, good, although this might be a better fit at the outcome level since it shows a certain capacity and behavioural change.
Annual output 3:	The government received the documents forming groups	Okay... since the others are by regency, it might make sense to do the same here.
Activities		
1.3.1. Facilitate the formation of farmer groups deliberation village forest managers and land in Kampung Manggemahe, Yavufla, Senimburu, Danokit Regency Village Digoel Tarwa, Yemu, Fomu 2 Mappi, Banum, Miop, Ujung Batu Asmat.		Okay
1.3.2. Facilitate the work meeting of land and forest management group of villages in 3 regencies		
1.3.3. Facilitate the support of government and other parties to the management group of forest and land in three regencies.		
1.3.4. Mentoring, organising and capacity building Kombai MHA, Korowai and related Aanu forest and land management in the three regencies.		
1.3.5. Research potential of forest products and land in Kampung Firiwage, Kabuage, Waliburu, Danokit, AIFO, Fefero, Union County Digoel, Merokima, Tarwa, Fomu 2 Mappi and Kampung Ujung Batu Asmat.		
1.3.6. Facilitate training and processing of forest land in the villages in 3 regencies		
Output 1.4:	Indicator	
Regulatory recognition of forest and land management model by MHA Kombai, Korowai and Aanu in the regency Digoel, Mappi and Asmat facilitated by SPL	Hectares were proposed as a rights-based forest management model MHA Kombai, Korowai and Aanu to the Indonesian government	Okay

	The number of official meetings between Indigenous and Tribal Peoples Kombai, Korowai and Aanu and relevant government recognition of MHA, Forest Status and Management	Okay, but number of meetings doesn't sat that much. Consider using a qualitative indicator that points to progress. Qualitative indicators often work better for policy-oriented objectives. So, instead of measuring number or meetings, report on quality of meetings, and have objectives for each time period like "government is receptive to recognising customary land rights, government is actively assisting with advancing customary land rights, government provides feedback on community applications, application is approved by Bupati" etc.
Annual output 4:	The government accepted the nomination document Kombai MHA forest management model, Korowai and Aanu	Okay
1.4.1. Advocacy Recognition MHA Aanu SK publishing and custom areas by Regent Asmat		Okay
1.4.2. Advocacy Regent publishing recommendations Digoel and related Mappi determination Kombai MHA and MHA and Korowai as their traditional territory		
1.4.3. Advocacy publishing SK recognition Kombai MHA, Korowai and their traditional territory by the Governor of Papua		
1.4.4. Facilitating FGDs to encourage regional legislation program of the Regional Regulation (Perda) Recognition MHA Kombai, Korowai and their traditional territory in Mappi		
1.4.5. FGD forms of forest management and land by MHA Papua in regency 3		
1.4.6. Advocacy technical considerations letter Papua Provincial Forestry Office		
1.4.7. Advocating the establishment of forms of forest management and land Kombai MHA, Korowai, Aanu as a form of social forestry by the Governor of Papua		
1.4.8. Advocating the inclusion of social forestry location (Traditional Forest/Forest Village) MHA Kombai, Korowai and Aanu into the forest area map		
1.4.9. Advocating forms of forest management and land into the spatial patterns RTRW Mappi and Asmat		
Output 1.5:		
To monitor and evaluate the activities and results of achievements		We suggest that M&E is a normal and integral management function and does not need to be in the logical framework. Suggest
Annual output 5		

I.5.1. The formation of work teams		Deleting. SPL could develop its own separate M&E plan.
I.5.2. A field visit to monitor and evaluate program		
Outcome 2:	Indicator	Note that there is no gender-empowerment related indicator at the Outcome level. There is an output indicator of people receiving information, but nothing that suggests women were more empowered.
MHA Kombai, Korowai and Aanu in the regency Digoel, Mappi and Asmat gain access and government support for social services (education, health, gender) in the absence of deforestation	The number of schools and clinics built by the government as part of advocacy by SPL	<p>The results and indicator are better suited as outputs. Outcome level results would be that women and men are healthier and boys and girls finish school (however, this is a very weak indicator as there are many structural reasons boys and girls may not finish school).</p> <p>This could be addressed, for example, in a survey that asks community members how many days over the last X months they could not work or go to school because they were unwell.</p> <p>We also note there is no specific indicator here on the status of women in communities... so the gender objective weak.</p>
	The number of boys and girls advancing their education	This one could be okay as an outcome (it is behavioural) but it lacks clarity- if the number is for children in school built in the villages only, or does this include the children brought to Merauke? Better to clarify "in target villages". Ultimately, the key for education is that that graduates contribute to the communities somehow but this may be too long-term,
	The number of men and women MHA get medical treatment at public health centers in the villages	We suggest that this is deleted. It is not under the control, or sometimes even influence of SPL. If more or less people get treatment, the judgement of whether that is desirable to not is not clear.
Output 2.1:	Indicator	

Efforts to improve educational services in the area of MHA Kombai, Korowai and Aanu in the regency Digoel, Mappi and Asmat	The number of boys and girls who are supported by the SPL to get a higher education outside the customs territory	The link between improving educational services in project area and educating children outside the service area is not clear unless you want them to become teachers, in which case you should only be measuring those taking education AND committing to each in the target area
	The number of men and women who get an education related to the management and protection of forests by SPL	Okay, but please target and report on women and men separately
	The number of teachers serving in schools in indigenous territories Kombai MHA, Korowai and Aanu as a result of advocacy SPL	Okay... although a better indicator might be the number of target villages that do not have adequate teaching with a target to REDUCE that number.
	The number of boys and girls who get information about the importance of education for life Kombai MHA, Korowai and Aanu	Okay, but please target and report boys and girls separately.
	Number of meetings with the regency governments, provincial and national education-related issues in indigenous territories Kombai, Korowai and Aanu	Consider making this a qualitative indicator as the number of meetings doesn't mean that much. Also, assume you want to target 12 meetings a year: is that good or bad?
Annual output 6:	Government obtain information related to the situation of educational services in indigenous territories Kombai MHA, Korowai and Aanu	Okay.
Activities		
2.1.1. Advocate improvement of educational services in the region and Korowai Kombai MHA to the regency Digoel and Mappi, Papua Provincial Government and the Central Government		Okay
2.1.2. Supply books on folklore, language dictionary MHA Kombai and Korowai		
2.1.3. Facilitate Kombai MHA child admission registration, Korowai and Aanu to junior high schools and universities		
Output 2.2:	Indicator	
Efforts to improve health services in the region Kombai MHA, Korowai and Aanu in the regency Digoel, Mappi and Asmat	The number of patients men and women facilitated by the SPL to get treatment outside the customary territory	The attribution for this indicator is not strong. Suggest deleting.

	The number of medical personnel on duty at the health center in indigenous territories Kombai MHA, Korowai and Aanu as a result of advocacy SPL	The attribution for this indicator is not strong. Suggest deleting.
	The number of men and women MHA Kombai, Korowai and Aanu who received information and training on the importance of clean and healthy lifestyle (PHBs)	The attribution for this indicator is not strong. Suggest deleting.
	Number of meetings with the regency, provincial and national health-related problems in indigenous territories	Similar to others that measure number of meetings, consider a qualitative indicator here.
Annual output 7	Digoel regency Government and the Province of Papua Asmat and get documents containing information related to the health situation MHA Kombai, Korowai and Aanu	Okay.
Activities		
2.2.1. Advocate Kombai MHA health problems, Korowai and Aanu to three regency Health Office		Okay.
2.2.2. The service is limited to the MHA treatment measures Kombai, Korowai and Aanu suffering from certain diseases in Kampung Karuage, Kabuage, Waliburu, AIFO, Fefero, Dema, Ugo, Kapayap 1, Banum and Kapayap 3		
2.2.3. Facilitate the formation and activation of Rural Health Clinic (Polindes) in MHA Kombai and Korowai in Kampung Karuage, Kabuage, Waliburu, AIFO, Fefero, Dema, Ugo, Kapayap 1, Banum and Kapayap 3.		
2.2.4. PHBs in Kombai MHA counseling and Korowai in Kampung Karuage, Kabuage, Waliburu, AIFO, Fefero, Dema, Ugo, Kapayap 1, Banum and Kapayap 3		
Output 2.3:	Indicator	
Promoting the involvement of women and youth MHA Kombai, Korowai and Aanu in decision making related to forest and land management which was facilitated by the SPL.	The number of men and women engaged in a meetings related to forest and land management in indigenous territories Kombai MHA, Korowai and Aanu.	This could be okay if you measure and report on women and men separately. The key metric would be the ratio of women to men.
	The number of men and women who received information about the importance of women's involvement in decision making related to forest and land management in the area of MHA Kombai, Korowai and Aanu.	Suggest this is made more robust. "Received information" is very general... suggest you measure the people participating in specific activities (eg workshops) but even then, the next level up is more interesting: try "number of men

		committing to sharing more of the domestic workload” for example at an output level. At the outcome level, you could measure the reduction in women’s domestic workload.
	The number of men and women involved in the making of regulations related to forest and land use at village level	This one could replace the first one. They are very similar. Suggest combining or deleting one.
	The number of men and women who receive training regarding the management techniques of forest products and land which was facilitated by SPL	Same as above... suggest these three dont; offer a lot of unique perspectives.
	Number of meetings with the regency governments Digoel, Mappi and related Asmat Gender issues in the Region MHA Kombai, Korowai and Aanu.	As earlier, consider a qualitative indicator rather than number of meetings.
Annual output 8:	Government and Community Customary Law Kombai, Korowai and Aanu receive documents containing information about the importance of women's involvement in decision-making related to forest and land management.	okay.
Activities		
2.3.1. A seminar on the importance of gender equality in forestry and land in Kampung Merokima, Muu I, Yaniruma, Senimburu, Banum, Union, Wanggemalo, Karuage and Waliburu		Okay
2.3.2. Leadership training for women and Men MHA Kombai, Korowai in Kampung Merokima, Yaniruma, Senimburu, Banum, Wanggemalo, Karuage and Waliburu.		
2.3.3. Advocacy village rules related to the role and function of Women and Men MHA Kombai, Korowai in Kampung Merokima, Muu I, Yaniruma, Senimburu, Banum, Union, Wanggemalo, Karuage and Waliburu		
2.3.4. Advocacy of gender issues at the MHA Kombai, Korowai and Aanu the relevant agencies in Digoel, Asmat and Mappi.		
Outcome 3:	Indicator	

Awareness of concerns among stakeholders at the local, national and international support forest protection in indigenous territories Kombai, Korowai and Aanu	Number of publications by the Indonesian media with the theme campaigned by SPL	Okay, but attribution is not always clear here. Suggest that only those media that actually mention SPL or could otherwise be proven to be a result of SPL interaction should be counted.
	Number of publications by the media at the international level with the theme campaigned by SPL	
Output 3. 1:	Indicator	
Information on the lowland rain forest and the threats collected by SPL	The number of studies made by SPL	Suggest deleting and keeping the one below.
	The number of studies published to the public	Okay=, just add "by SPL"
	Total MHA Kombai cultural promotion activities, Korowai and facilitated Aanu SPL	Okay.
Annual output 9:	Governments get information related to the state of forests in indigenous territories Kombai MHA, Korowai and Aanu.	Okay.
Activities		
3.1.1. Preparation of campaign materials and forest-related communication strategies Kombai MHA, Korowai and Aanu		Okay.
3.1.2. Publication of the lowland rainforest and the threat through print and electronic media (Social Media)		
3. Output 2:	Indicator	
Information on the commodities market in indigenous territories Kombai MHA, Korowai and Aanu were published by SPL	The number of market-based commodity published on the government and other stakeholders	Okay, just add "by SPL"
Annual output 10:	Governments and other stakeholders to get information related to the potential of the commodity in indigenous territories Kombai MHA, Korowai and Aanu.	Okay.
3.2.1. Facilitate the implementation of sago grub festival MHA Kombai and Korowai in Mappi and Asmat		Okay

Terms of Reference: Evaluation of Perkumpulan Silva Papua Lestari (SPL)

I. Introduction

Rainforest Foundation Norway (RFN) is seeking consultants to undertake an evaluation of our Indonesian partner organization Silva Papua Lestari (SPL).

RFN is one of Europe's leading organisations in the work to protect the world's rainforests and strengthen the rights of indigenous peoples, in cooperation with indigenous and environmental organisations in South East Asia, Central Africa and the Amazon. RFN focuses mainly on two sets of rights, which are fundamental to the fulfilment of other human rights for indigenous and forest-dependent peoples. These are the collective rights to self-determination and to land and resources.

2. Background

About the organization and project: SPL was established in 2010 with the mission to develop the approach for forest protection that actively empowers and engages with the indigenous communities.

RFN project name: *Forest management in Southern Papua including spatial planning that combines the rights and needs of indigenous people as officially supported by governmental policies.*

The general objective of the SPL and RFN project is to protect intact forests in Southern Papua based on balancing the use and protection (conservation) and recognizing the rights of indigenous groups. A special objective of the project is to establish willingness of the indigenous communities located within four governmental districts to formalize their customary rights over the natural resources, including forest.

SPL's work focuses on the indigenous groups of Korowai and Kombai. However, in the last agreement between RFN and SPL (2016–2020), the project area was expanded geographically and now also include the indigenous groups of Anu, Banano and Kopaka.

SPL mainly advocates for the rights and recognition of the indigenous groups to the government, in order to formalize the indigenous territory and their right to use the forest. Beside the project's main goal, SPL simultaneously work on developing the capacity of indigenous groups, focusing on education, health, economy and gender equality.

Core competencies of SPL: Advocacy and knowledge of the Papuan context, mapping, policy on social forestry, capacity development of local communities

Geographical focus: Province of Papua, southern areas: Districts of Boven Digoel, Asmat, Mappi, and Yahukimo.

3. The evaluation

3.1. Evaluation objective

The evaluation shall assess the impact and effectiveness of SPL's work in reaching the project's goals in its geographical area, RFN's added value, and provide recommendations for the way forward.

The evaluation should answer the following questions:

1) Impact:

What are the positive and negative changes that have resulted from the project (directly or indirectly, intended or unintended)?

2) Effectiveness

- a) What progress has been made towards achieving the overall project's goals?
- b) Has SPL been able to effectively cover the whole project area? Is the organizational set up and internal management appropriate for implementing this project?
- c) To what extent do project staff understand the threats to forests in the project area?
- d) To what extent have programs of education, health, economy and gender contributed to progress towards the project's goals?
- e) How effective has the project been in responding to the needs of the beneficiaries?
- f) Was the strategic approach of the project realistic, appropriate and adequate to achieve the projects goals?

3) RFN's added value:

What is RFN's added value to the partners? Should anything be done differently in order to strengthen the added value of RFN for SPL's project?

Way Forward

- a) What are the identified challenges and needs that RFN should consider addressing in a potential next phase of the project?
- b) Should any of the project activities be upscaled or downscaled?
- c) Should the project strategy be revised, considering the recent changes in spatial legislation (in Boven Digoel regency) create opportunities?

3.2. Evaluation use and users

The expected users of the evaluation are RFN and SPL, as well as the Norwegian Agency for Development Cooperation (NORAD). Upon request, parts of the evaluation may also be disseminated to other relevant stakeholders, under the condition that SPL agrees to this.

Intended use of the evaluation:

- In relation to a learning objective, the evaluation will help RFN and SPL to strengthen SPL's work and the partnership through more focused and strategic planning, as well as capacity building.
- In relation to an accountability objective, the evaluation will provide material for reporting and function as a baseline for the project and partnership.

3.3. Scope

The project area covers 600.000ha, and it will not be possible to visit all locations of the project. Based on the data collection and documents analysis during the inception phase, the evaluator(s) can suggest field sites to visit for data collection, in cooperation with SPL. During evaluation it should be done at least two sites of the project area, including one trip to Boven Digoel regency. The evaluation will assess the project between 2012 and the time of the evaluation.

4. Evaluation method, timeline and output

4.1. Suggested evaluation method

The methodology shall be proposed by the consultant(s) and approved by RFN. The evaluation approach should be participatory to ensure learning for both RFN and partners.

The methodology to be adopted during the evaluation is expected to include:

- Literature review: Project documents, reports etc.
- Interviews and discussions with selected persons in SPL's management, project team members, local communities, RFN and other relevant stakeholders such as government officials.
- Field visits to meet and discuss with SPL staff and communities involved with the project.

The evaluation framework, developed during the inception period will include:

- timeline
- division of tasks
- interview scheme

Presentation of findings: The evaluator(s) will facilitate a workshop where the preliminary findings of the evaluation are presented to key persons in SPL. This will give SPL the opportunity to provide feedback and for the evaluation team to validate findings.

4.2. Timeline

The evaluation will be conducted between November 2018 – March 2020, including inception period between middle of November until middle of December. A more detailed timeline will be developed by the evaluator(s) in dialogue with RFN and SPL, and later be a part of the contract.

Tentative deadlines for report production:

- Inception report: 20.12.2019
- Draft report submitted to RFN: 24.02.2020
- RFN's feedback to draft report: 01.03.2020
- Final report submitted to RFN: 15.03.2020

4.3. Outputs and dissemination

The evaluation report shall be written in English. RFN will ensure translation to Bahasa Indonesia.

The report should include an executive summary, a main part which addresses all objectives outlined above (point 3.1), a list of recommendations, a list of interviewees and the bibliography used. The consultant may be asked to meet with RFN staff to present the findings of the evaluation.

The evaluation should be maximum 30 pages (excluding bibliography and executive summary), and the executive summary with key finding and recommendations should be maximum 2 pages.

The executive summary of this evaluation is to be published in the Norwegian Agency for Development Cooperation's (NORAD) database. The full evaluation may be submitted to NORAD. Upon request, parts of the evaluation may also be disseminated to other relevant stakeholders, under the condition that SPL agrees.

5. Terms and conditions

Consultant's proposal

Candidates interested in submitting a proposal to conduct the evaluation should register by **November 5th 2019** to Vladimir Cirjakovic vladimir@rainforest.no

Candidates will be given relevant project documents. Questions regarding the assignment can be submitted and the answers will be shared with all registered candidates.

The candidates must submit the following:

- CV of all consultants in the team, and a brief summary (maximum two pages combined) of their qualifications. Daily fees based on 8 working hours per day. If team members have different fees, the expected division of labour between them must be indicated.
- An overview of other costs necessary to carry out the review.
- Proposed methodology, max 2 pages.

Proposals must be sent to Vladimir Cirjakovic vladimir@rainforest.no by **November 15th 2018**.

When considering proposals, RFN will decide based on a combined assessment of cost, quality of proposal and experience/competence of evaluator.

Confidentiality of information: All documents and data collected from interviews will be treated as confidential and used solely to facilitate analysis. Interviewees will not be quoted in the reports without their permission.

Schedule and contract: RFN, PSPL and the evaluators will together agree on a schedule and a workplan which will be attached to the contract. The contract is a binding legal document upholding all parties to the agreed terms and conditions. The contract will also contain a schedule for payment for the evaluation.

Breach of contract: If the terms and conditions in the agreement are not met, RFN has the right to terminate the contract after reasonable warning has been given within the set timeframe.

Questions regarding this ToR can be directed to: Vladimir Cirjakovic from RFN