

NORTH MALUKU AND MALUKU RECOVERY PROGRAMME

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NORTH MALUKU AND MALUKU RECOVERY PROGRAMME

I. INTRODUCTION

A. Context

This programme of post-conflict recovery in North Maluku and Maluku is part of a wider UNDP effort to support post-conflict recovery and conflict prevention programmes in Indonesia. The wider programme framework for all the conflict-prone and post-conflict areas is required for several reasons. First, the Government of Indonesia and donors are encouraging UNDP programmatic engagement, particularly in these two provinces. Second, by working in the different contexts and situations prevailing in the country, UNDP can be better positioned to support the country with recovery initiatives as opportunities emerge, from the very earliest stages of recovery on through the point where conflict prevention and longer term development initiatives can be supported. The type and scale of programmatic engagements in these various areas must, of course, be carefully gauged to the conditions that prevail and the opportunities that exist for supporting recovery programmes.

In Maluku, the process of conflict resolution has not as yet proceeded so far as to reach the stage where it has, in general, entered into a recovery phase. Nevertheless, a UNDP presence is warranted there that goes beyond support for the emergency activities in which it is now engaged via support for NGO activities. The purpose of this presence in Maluku is to develop strategies and capacities that enable it, on a timely basis, to reinforce, through tangible programmes, efforts that promote reconciliation, and, where feasible, recovery in Maluku.

In North Maluku the conflict has receded to a point where immediate post-conflict recovery activities can proceed in a more systematic manner. Support for recovery activities in North Maluku is, therefore, the major initial focus of this recovery programme. In describing these activities, an indication is also fashioned as to the direction in which it is the intention to move in Maluku as conditions evolve and are conducive to doing so.

B. Outline of the Proposal

This proposal focuses on conflict and post-conflict recovery in North Maluku and Maluku, and specifically:

- describes the background of the conflicts in North Maluku and Maluku, and analyses the current situation
- highlights the value of a Recovery Programme in North Maluku and Maluku
- develops a strategic framework and approach for an integrated development and recovery programme for these two provinces
- identifies four objectives and describes potential activities to be undertaken within the overall strategic framework
- outlines the management and implementation arrangements for the programme
- presents a financial budget for a Trust Fund of \$US 16,194,500 million over 3 years.

II. NORTH MALUKU

A. Background

1. Overview of North Maluku

North Maluku became Indonesia's 27th Province in 1999. Public Law 46 provides the legal foundation for the establishment of North Maluku as a province and its formal institution took place on 12 October 1999. The national "Territorial Off-shooting" (Pemekaran Wilayah) programme encouraged provinces to examine their administrative arrangements and make decisions as to whether changes were warranted. As a result of the exercise of this programme on the Province of Maluku, a decision was taken to establish North Maluku as a new province separate from Maluku and that consequently, Maluku would include only the southern islands within its boundaries. With the secession of East Timor from the Republic of Indonesia, North Maluku replaced East Timor as the Republic's 27th Province.

Administration and Geography

Administratively, the Province of North Maluku is made up of two (2) districts (*kabupatens*) and one city (*kotamadya*), altogether covering twenty-seven (27) sub-districts (*kecamatan*). The two districts are Kabupaten Maluku Utara with eighteen (18) sub-districts and Kabupaten Halmahera Tengah with six (6) sub-districts. The one administrative city of the province is the City of Ternate, which covers three (3) sub-districts. In all, the total number of kelurahans and villages administered by the province is 716.

In addition to defining the boundaries of the new province, Law Number 46 also designates the City of Sofifi in Halmahera Tengah as the province's capital city. However, because at the time of the designation the City of Sofifi was not equipped with the administrative and physical infrastructures needed to enable it to function effectively as a provincial capital, it was consequently decided that until such time when Sofifi is fit to assume its administrative responsibilities the seat of the provincial capital would temporarily be the City of Ternate.

Geographically, North Maluku comprises a string of large and small islands. The Province covers a total area of 140,255km², of which 76% (or 106,977km²) is sea and the remaining 24% (or 33,278km²) is land. The province's strategic geographical location lends itself to ambitious speculations regarding the extent to which it could serve as a hub of international trade in the Eastern Indonesian Territories between Indonesia, Australia, Papua New Guinea, the Philippines and the Pacific.

Natural Resources and Economy

The Province is endowed with a wealth of natural resources, both on land as well as from the seas, all of which provide excellent investment opportunities. The province has fertile land and a climate favourable to agricultural farming, cultivation of estate crops as well as for animal husbandry. There are forests from which wood and non-wood products are manufactured, and good prospects in the mining sector in the extraction of oil, gold, copper, nickel, and other minerals. Coastal areas and territorial seas are also sources from which income can be earned to the benefit of the province. Revenues from tourism, which before the onset of the social conflict were as yet minuscule, can

potentially be increased many times over through the marketing of the province's natural scenic beauty.

Population and Demography

Demographically, up to the end of 1999, the province registered a total population of 833,618 persons with an annual population growth rate of 2.9 per cent. The composition of the population defined by religious following was: Muslims 71.44 per cent, Christian Protestants 27.17 per cent; Catholics 1.31 per cent; and Hindus 0.01 per cent. The most populated area of the province was the City of Ternate, which recorded a population density of 1.191 persons/km². Defined by occupation, the majority of the population derived their livelihood from farming and fishing.

2. The Disturbances and Security Measures

The Disturbances and their Impact

The spate of communal violence that overran the Province of North Maluku began in mid-August 1999, with fighting between the peoples of Kao and Makian in the village of Sosol, ostensibly over the establishment of a new sub-district centred in Makian-dominated Malifut. Three months later, on 24 October 1999, more serious rioting and fighting broke out in Malifut resulting in the death of more than 100 people and the fleeing of around 4,000 Muslim Makianese to Ternate and Tidore. With the exodus of people to Tidore and Ternate, violence subsequently erupted in Tidore on 3 November and three days later in the City of Ternate. Almost all the Christians in these islands – roughly half of the 150,000 people living there quickly left to escape the violence, fleeing to Tobelo, Bacan and North Sulawesi. In Ternate, the Makianese fuelled religious sentiments with talk of 'religious cleansing' and local Jihad militias began to form. Meanwhile, the arrival of the displaced people in Tobelo incited a Christian response to similar rumours. In December, major violence had broken out in the Tobelo, north-east Halmahera, with more than 500 killed in a short period of intense fighting. Many Muslims fled to Galela and Ternate, by which time the conflict had spread to almost all areas of the province. The violence continued into the year 2000 with attacks on villages being launched from various strongholds. News of an imminent massive attack on Tobelo in early 2000 led to a mass emigration of Christians from Tobelo to North Sulawesi.

The wave of hostility exacted a grim toll in human casualties. Official records indicate that the number of deaths was 2,083, seriously wounded 1,003 and those who sustained light injuries numbering 746.

The violence also set off movements of people, which led to the displacement of 33,268 families or 166,318 persons by April 2000. At the peak of the conflict, the displaced persons were dispersed among the following locations:

- Kabupaten Maluku Utara 14,955 families or 74,743 persons
- Kabupaten Halmahera Tengah 3,587 families or 17,943 persons
- The City of Ternate 14,726 families or 73,632 persons

In addition to human casualties, heavy losses were sustained through the destruction of private as well as public property and infrastructure, including houses, places of worship, community convention centres, marketplaces, transportation shelters and public facilities such as schools, hospitals, office buildings, etc.

Security Measures

It is the Government's view that the decision to impose the State of Civil Emergency on the Province of North Maluku under Presidential Decree Number 88 on 27 June 2000 was the act that began changing the security situation for the better.

In addition to the imposition of the State of Civil Emergency, there were two other acts to which the Government attributes the speed with which the present improved security status was reached. The first act was the issuance by the Governor of North Maluku of a Declaration that he released in his capacity as Executive of the State of Civil Emergency. The Declaration states that the objective of all SATGAS, or Task Forces, established under the Civil Emergency Authority is to reconstruct community life and the socio-cultural environment of the affected communities. The second act is the maintenance of a strong military and police presence in the area. In January 2001, there were five military battalions in North Maluku, four from outside and one organic. The Government has, on many occasions, expressed its conviction that the role of the military and the police, given the opportunity, could extend beyond promoter and keeper of security to that of mediator between conflicting parties in the reconciliation, rehabilitation and reconstruction process.

The state of unruliness brought about by the communal disturbances made it impossible to conduct elections to appoint representatives to a new Provincial Parliament. In fact, rivalry for political positions had been one of the causes that detonated the explosion of conflicts in North Maluku. This fact was, no doubt, still fresh in the memory of most of the populace, and it was generally agreed that another round of intense political activity could spark off another round of violent social unrest. It was therefore agreed that the membership of the council would be drawn from the results of the 1999 elections, and on the basis of this agreement, the Council was sworn in on 19 February 2001, fifteen (15) months after the province was established. One of the most urgent and crucial tasks on this legislative body's agenda is the appointment of the Province's Governor, a post now being held by an Acting Governor whose term was due to end in March 2001. Concern over the possibility that the process of selecting a new Governor could rekindle the still warm embers of resentment has further prompted the Government to ensure the maintenance of a strong army and police presence in the province.

3. Community Recovery and Reconciliation Efforts

Externally Resourced Relief and Internally Displaced Persons

Of the 166,318 displaced persons, roughly 75,000 were Christians that fled from Ternate, while about the same number of Muslims fled from Halmahera to Ternate and Tidore. Although local communities provided support for some of the displaced people, relief operations were needed and began in early 2000. These included the provision of rice by the government while WFP supported INGOs, notably ACF and WVI, to undertake food distributions. Displaced people were housed at various sites including local buildings, army posts and emergency barracks. Health service provision was identified as limited and the water and sanitation situation in some areas was poor. In Ternate and Tidore, farmers from Halmahera were out of place in this urban setting, and many of the displaced now in Tobelo had lost their source of income. This provided challenges for income generation during this crisis period.

INGOs continued to provide relief throughout 2000 and into 2001. ACF, WVI and ICMC distributed food and provided other non-emergency relief. MSF-F, IMC and MDM

have conducted health consultations and assessments, provided routine health services and mobile clinics in cooperation with the local staff of health centres. A water and sanitation project supported by UNICEF in the province constructed 358 latrines and 80 dug-wells, and rehabilitated another 80 wells, as well as provided training on sanitation and hygiene.

In June 2001, ACF and WVI stopped distributions following instructions from the Provincial Government who informed them that they now have adequate resources to take over in full the distribution of rice and side-dish money for all IDPs in North Maluku.

Rehabilitation and Reconstruction

The North Maluku government is increasing efforts to encourage and assist IDPs from locations in Ternate to return to their villages in mainland Halmahera by providing transport, and in some locations, building materials. In a separate development, the local state-owned electricity company PLN announced that it would gradually cut electricity for IDPs still occupying abandoned buildings and houses in Ternate. This decision was taken because electricity arrears have reached nearly Rp2.6 billion (more than US\$223,000) and so far the North Maluku District authority has not responded to requests for payment of the bill.

International organisations have also begun to concentrate their activities on rehabilitation. WVI completed all the activities foreseen under their emergency response programme (NMER) and will now continue with another programme, the North Maluku Rehabilitation Programme (NMRP). The programme involves rehabilitation activities including the supply of house roofing material in Malifut, Kao, Tobelo, and Galela sub-districts. For the purpose of running the programme, WVI will open new offices in Kao and Galela. WVI has concluded an assessment aimed at determining the best way to implement a rehabilitation programme involving the provision of roofing materials to returnee families in Malifut, Kao, Tobelo and Galela sub-districts. Beneficiaries have been identified through cooperation with community and village leaders. In order to implement the activity, WVI will train staff for the new offices in Galela and Kao sub-districts. Similarly, ACF has conducted food, farming tools and seeds distribution, has carried out agronomy assessments, and plans to distribute live chickens to selected beneficiaries as part of a project to improve the livelihoods of the community.

In the health sector, rehabilitation efforts have come from MSF, who assisted the rehabilitation of community health centres, while IMC is assessing the requirements of renovating public hospital buildings in Tobelo. In terms of health service provision, WHO is consulting with health authorities and NGOs involved in health activities to set up a health coordination system to improve health services in the province. Their programme includes assistance to transport professional health staff currently displaced to their place of work, disease surveillance, malaria control, drug supply management and "Health as a Bridge for Peace" training.

Reconciliation Initiatives

Between 30 September 2000 and 26 January 2001, a series of meetings was convened to encourage reconciliation amongst conflicting parties. In all, twelve (12) meetings were organized by representatives of the Government, Military, Police, the DPRD-I (Provincial Parliament), community leaders and community group representatives.

Following are some of the significant resolutions reached at this series of meetings:

- Peace is the final asking/giving price of the communities represented in the meetings
- Solutions must be found to return persons displaced by conflict to the villages from where they had fled
- It is essential that trade be resumed between Muslims and Christians (safe passage guaranteed for Muslim traders to enter Christian areas and vice versa)
- The people of Tobelo and Galela express their resolute desire to live in harmony
- Military and Police involvement is essential in all efforts towards peace building and peace keeping
- Communities in conflict are now aware of their own as well as their perceived adversary's desire to live in harmony and peace
- The immediate need to rehabilitate Government infrastructure, school buildings, places of worship and houses destroyed during the conflict is appreciated
- The process of the return of displaced persons from North Sulawesi is to be coordinated with the North Sulawesi Local Government, Territorial Apparatus, and representatives of the Churches and Crisis Centers of Manado
- Security is to be guaranteed by the TNI and cooperation amongst Muslim communities is to be fostered in order to set up security systems, which will be established in the form of joint command posts
- Members of conflicting parties pledge their sincere acceptance of members of each other's community
- Safe passage will be guaranteed for members of each community to visit one another, from Tobelo to Galela and from Galela to Tobelo in order to encourage efforts towards peace building
- Muslim and Christian community members will take turns in the use of Port Susupu's facilities based on an agreed time table
- Local Government support in the form of barracks, housing and transportation is needed for the return of displaced persons

The process of resettlement, return and rehabilitation is being paralleled by various reconciliation initiatives. The governor of North Maluku and other senior government officials officiated over a reconciliation ceremony between Muslim and Christian communities at Tataleka village in Jailolo sub-district on 6 May 2001. 500 families of both religions that have been separated since December 1999 by the conflict participated in the ceremony. In Bacan, a ceremony was held to mark the official return of returnees from a temporary location in Sayoang camp, and will receive building materials donated by the Danish government. Other ceremonies have taken place with Christian IDPs returning to Porniti village in Jailolo, and in Tobelo and Loloda where the Muslim IDPs have returned from Ternate.

Despite these positive developments, there remain significant challenges for the process of return, rehabilitation and reconciliation. In Jailolo, a group of 27 IDP families from Idemdehe village have no intention to return because of the conflict, and have requested the sub-district authorities to give them access to land to enable them to remain in the area. In Porniti village in Jailolo, 219 Christian families returned from a TNI camp at Sahu sub-district, and were building small simple houses from local materials without any outside assistance. The returnees stated that they were still afraid to visit Jailolo town, a predominantly Moslem location. In Hate Bicara village, 30 families returned from Ternate are staying in barracks provided by the government. They indicated that they are uncertain

about the future, are frightened and not confident that they will not be attacked, and do not want to visit the Christian villages.

Clearly an important part of future rehabilitation and recovery work will include activities and measures to increase cross-community confidence building. As part of the reconciliation process, the Sultans of Ternate, Tidore, Bacan and Jailolo planned to hold a meeting to support the on-going reconciliation process in many conflict-affected areas in the province and to find ways to conserve the cultural values of the province.

B. CURRENT SITUATION

There has not been any significant fighting in North Maluku since July 2000.

Once a measure of calm was achieved, the Government began to embark upon the pursuance of an active programme of returning persons displaced by the conflict to their areas of origin. The authorities are fully aware of the risks they are facing in the possibility of these movements triggering another outbreak of violence and are relying heavily on the strength of the TNI and the Police to avoid this from happening.

The Directorate General for Housing and Human Settlement, in its situational analysis of the overall situation in North Maluku and the state of internally displaced persons in the province, reports that:

- Community members are beginning to resume activities in agriculture and fishing
- Children are still not attending school
- The condition of inter-village/city public transportation is poor
- A large number of (most) teachers, including university lecturers have not returned to North Maluku
- A large number of (most) medical staff have not returned to North Maluku
- Most hospitals, health centres and integrated health posts are not functioning
- The Government's capacity to resolve the conflict is limited
- Government institutions and private entities operate separately
- Public services are functioning poorly
- TNI and Police personnel stationed in North Maluku have succeeded in reducing feelings of uncertainty over the general situation

1. Government Master Plan for North Maluku

In its Master Plan, the Government hopes to reinforce the programme of return with continued support in the reconstruction/rehabilitation of houses and social facilities such as places of worship, schools, offices and markets. A high priority is also given to the promotion of sustainable livelihoods by empowering community members with the means to access economic resources. The Government, based on information collected through general observation, has concluded that prospects exist for profitable economic activities in the areas of small industries, cottage industries, cultivation/farming of food crops, animal husbandry, fishing and small shop keeping. As a quick-start measure, programmes to support the returnees in resuming the types of entrepreneurial activities they had engaged in before the outbreak of the conflict are being considered. Implementation of such a programme will ensure that scarce time and money need not be spent on training in unfamiliar skills and finding new markets.

Adequate government resources, however, are not available to support this plan. In view of this the Government of North Maluku presented programme proposals to a delegation of high-level Government officials, Foreign Ambassadors and United Nations Representatives visiting the Province on 21 and 22 February 2001. The proposals together with their basic activities are listed in Box 1.

**BOX 1: Summary of Government Strategy for
North Maluku Post-Conflict Development**

1. Programme for the Management of Post Social Disturbances Related Issues in North Maluku for the Fiscal Year 2001

- Construction of houses damaged during the disturbances;
- Construction of Government physical structures and infrastructures (office buildings, hospitals and community health posts);
- Construction of public facilities such as places of worship and market places;
- Provision of education and health facilities (books, demonstration material, medical drugs and equipment).
- Provision of alternative sea transportation facilities.

The amount sought for the financing of this programme proposal for the year 2001 is Rp 422,424,867,000 which is hoped to be derived from the Special Allocations Fund (Dana Alokasi Khusus) for the Year 2001.

2. Programme for the Development of Infrastructure in the Transportation Sector in the Province of North Maluku for the Fiscal Year 2001

- In the Year 2001, the **project** aims to conduct surveys and design investigations for construction of the following facilities: Sofiifi: Ferry Landing, a harbour, an airport and the expansion of the Babullah, Emalamo Sanana and Usman Sadik Labuha airports;
- The physical construction of the ferry landing, harbour and airport is planned for the fiscal years 2002 to 2004.

The Provincial Government hopes that the **project** will be financed under the national budget, including the survey and design investigations to be undertaken in the 2001 fiscal year at the estimated cost of Rp 6,198,000,000.

3. Programme for the Empowerment of the People's Economy to Support the Regional Autonomy Process in the Province of North Maluku in the Fiscal Year 2001

- This programme is a typical poverty alleviation income generation programme.

The Government of North Maluku hopes to receive an allocation of Rp 76,250,000,000 from the 2001 Daftar Alokasi Dana Pembangunan Daerah (Dana Alokasi Khusus) for the Province of North Maluku.

2. Resettlement of Displaced Persons

The North Maluku Provincial Government's strategy in resolving the many issues arising from the displacement of communities is clear and unequivocal. The Government has resolved that its policy is to accomplish, to the maximum extent possible, the return of displaced communities back to the city or village from which they have fled. Underlying this policy is the aim of reintegrating community members so that within each locale, the social order of community life is re-instituted. The Government is fully aware that this major attempt towards reintegration will need to be supported by processes and inputs to

develop a socio-cultural environment conducive to peaceful co-existence. The Government has also made it clear that requests by displaced persons to settle in locations other than their village of origin will only be entertained once it is ascertained that the course of reintegration could not, for specific reasons, be pursued.

In the meantime, a number of spontaneous as well as Government-supported voluntary returns have taken place. Quick shuttle visits by temporary shelter dwellers to their village of origin started as far back as a year ago. These excursions are usually embarked upon by men, who return to their plots of land to plant and harvest vegetable gardens and to tend to fruits trees and staple crops. The harvested produce is then transported back to the commuters' village of refuge for consumption and/or for sale in the local markets.

Encouraged by continued peace in the province, the heartening spirit of the first reconciliation meetings and the increasing number of displaced persons opting to return to their home villages, the Government embarked upon an ambitious plan of completing the return of all displaced persons by the end of May 2001. While significant return occurred by this time, the full return of all displaced persons was not achieved.

The rehabilitation of the City of Ternate is positioned at the highest level of the Government's priorities in addressing the aftermath effects of the conflict. Ternate City, having been an administrative capital as well as commercial center, is considered to be the location where the first attempts to restart the economy will have the most rapid and highest impact on the welfare of the province as a whole. The Government's strategy for the rehabilitation of the City of Ternate is to facilitate the return of displaced Muslim communities to their villages in order to make way for returning Christian communities displaced within as well as outside the Province, many of whose members were major traders and proprietors of medium as well as larger scale enterprises. The Government has thus sought support in the speedy return of internally displaced persons from the City of Ternate.

Up to December 2000, the total number of displaced persons who have moved out of the City of Ternate to head back to their villages of origin numbered 28,487 persons or 5,483 families. The first systematically organized process of returning displaced persons from Ternate to Tobelo and Galela was to have started on Tuesday 20 February 2001. A security incident in the Village of Gurua, near Tobelo, however, prompted the abortion of the trip. Officials from Ternate together with local village leaders subsequently managed to quell the situation and the operation was resumed. An advance group of 10 families then proceeded to return to Tobelo escorted by a group of government officials and representatives of the TNI.

On 22 February, the Government began the return of some 2,600 displaced persons who had been, up to that time, accommodated for over a year in the Akediri military camp in Jailolo back to their respective villages. It was reported that the effort was based upon the aspiration of the communities to return to rebuild their homes. The success of these two attempts prompted the initiation of further organized returns.

More recently, returnees have come from outside North Maluku including Maluku, Central and East Java. Since this time significant return has occurred and its pace is increasing, and the Governor states that a quarter of all IDPs have returned. Returning families have been provided with lanterns, utensils and some money by the government.

The head of West Gane sub-district reported that 30% of IDPs originating from his jurisdiction had returned from various IDP sites in or outside the province. However, he said that only 20% of the 150 planned barracks had been constructed due to the slow supply of building materials and the fact that the work was being done by local people in addition to their daily chores.

However, there remain some problems with the process. IDP returnees in Ibu sub-district consisted mainly of men who complained that their wives and children still staying in Ternate were not getting food assistance from the government. They also said they needed assistance for housing materials like cement, zinc plate and wood, as well as farming tools and seeds.

Government records on the status of internally displaced persons in the province indicate that 137,831 persons need to be returned from their temporary shelters to the villages from which they had taken flight. The numbers of persons together with their departure and destination points are shown in Table 1.

TABLE 1: Source Area, Destination and Number of Persons in the North Maluku Resettlement Programme.

Source Area	Destination	Number of People
Ternate City	Halmahera, Morotai, Obi and Bacan (mostly Tobelo)	44,120
Tobelo	Morotai, Loloda, Galela, Gane Timor, Ternate, Oba, Weda, Maba and Wasile	36,439
Makian	Malifut (Halmahera)	15,391
Kao	Jailolo, Obi, Bacan, Oba	11,620
Seram	Bacan, Obi	2,498
Manada, Bitung	Ternate, Halmahera, Bacan, Obi and Morotai	26,125
Jailolo	Ternate	527
Bacan	Obi, Gane Barat and surrounding villages	1,066
Total Persons		137,831

The Government's calculation of the total resources needed to finance the return of the displaced persons is Rp30,871,275,000 or approximately US\$ 3,249,607 comprising transportation costs of Rp 4,286,250,000, food support for 90 days of Rp 22,452,930,000, basic household utensils and lighting of Rp 2,779,500,000 and health of Rp 1,378,220.

Considering the fact that the total number of displaced persons by far outweighs the Government's capacity to construct barracks to temporarily accommodate them, the Government has declared that construction of barracks can no longer be carried out in the year 2001, unless additional resources are made available for this purpose. Of the total number of 21,018 houses that were destroyed/torched, 589 houses/barracks were built in the year 2000, leaving a number of 20,431 houses yet to be constructed. The cost estimated for this activity is Rp 224,741,000,000. The Governments of Denmark and United States, in combination, have supplied \$US 450,000 in housing kits that will be made available at the kecamatan level.

III. MALUKU

A. Background

1. Overview of Maluku

The province of Maluku lies at the heart of eastern Indonesia situated between Sulawesi, Irian Jaya and East Nusa Tenggara. Historically, Maluku is renowned as the 'spice islands,' which attracted traders and colonists from Europe, the Middle East and Asia. These historical contacts brought trading opportunities and wealth as well as Islam and Christianity to the region. Despite these outside influences, robust local traditions and inter-community relationships maintained a strong sense of ethnic Moluccan identity.

Following independence and the creation of the Republic of Indonesia, Maluku saw the rise of a separatist movement in 1950, which proclaimed the Republic of South Maluku (RMS). The RMS movement was swiftly overpowered, and the following year some 12,000 Moluccan soldiers and their families were relocated to the Netherlands. During the 1960s, the former RMS leaders established the RMS-in exile in the Netherlands. Uncertainty about the continued existence and influence of the RMS has become a contentious issue in present-day Maluku.

During the New Order Government rule, Maluku had earned itself a reputation for religious tolerance. During the steady development period of the 1970s and 1980s, the welfare of people significantly increased, yet with an uncertain sense of stability and some social unrest, religious conflict and social jealousy. Since independence, the population of Maluku has increased significantly through the arrival of thousands of migrants from other parts of the country such as Java and Sulawesi. These predominantly Muslim migrants are ethnically different from the native Ambonese, and their arrival coupled with centralistic New Order policies contributed to feelings of marginalisation by the native Ambonese. Tensions between these communities were an important precursor the violence in 1999.

The economic crisis of 1997-1998, which brought about a sense of deprivation throughout the province exacerbated feelings of differences and disparities among various ethnic groups, which until then had not been major issues of contention. These real or perceived gaps further sharpened the tension between the different communities along ethnic and religious lines, leaving Maluku society open to the violence of 1999 that continues today.

Administration and Geography

Administratively, Maluku is divided into four kabupatens (Central Maluku, South-East Maluku, West South-East Maluku and Buru) and one city (Ambon). These five districts accommodate twenty-nine (29) sub-districts (*kecamatan*) and 837 villages (*desa*). The provincial capital and centre for trade and economic activity is the city of Ambon. The province is composed of over 600 islands covering more than 700,000 km², ninety percent (90%) of which is sea.

Geographically, Maluku can be divided into (1) Central Maluku including the islands of Ambon, Saparua, Haruku, Seram, and Buru Islands, Banda and Gorong Archipelagoes, Watubela and Lusipara Islands and (2) South/Southeast Maluku including Wetar and Gunung Api Islands, Damar Archipelago, Leti, Babar, Tanimbar, Kei and Aru Islands. The greater part of the province is covered with mountains, with roughly 90% of villages being

classified as coastal. Transport and communications are consequently difficult, and many of the villages and islands are dependent on sea travel for trade and the provision of goods and services.

Natural Resources and Economy¹⁾

Prior to the violence of 1999, Maluku's Gross Regional Domestic Product (GRDP) was Rp 5,226 billion, which represented roughly 0.7% of total national GRDP. In 1999, GRDP shrunk by more than 25%, and per capita GRDP in Maluku (Rp 1,973,146) was almost three times less than the national figure (Rp. 5,117,532). The economy in Maluku was dominated by agriculture and fisheries (68%), with public services (13%) and trade (8%) being significant sectors of activity.

Almost two-thirds (58%) of the labour force in Maluku is engaged in agriculture and fishing, with public services (14%) and trade (15%) also being significant (see Table 2). The relationship between gender and employment is significant, with over a quarter of women being employed in the retail trade sector, while men are disproportionately represented in the construction, mining, transportation, storage and communication sectors.

TABLE 2: Labour Market and Gender in Maluku and North Maluku.

Main Sector	Men (%)	Women (%)	Total by sector (%)
Agriculture, Forestry, Hunting & Fishery	60.7	52.3	57.7
Mining and Quarrying	1.0	0.1	0.7
Manufacturing Industry	4.4	4.0	4.3
Electricity, Gas and Drinking Water	0.5	0.2	0.4
Construction	5.1	0.2	3.4
Wholesale / Retail Trade & Restaurants	9.1	26.0	15.0
Transportation, Storage & Communication	5.8	0.6	4.0
Financing and the Like	0.4	0.3	0.3
Public Service	13.0	16.2	14.1
Others	0.0	0.1	0.1
Total	100.0	100.0	100.0

(Source: BPS /Susenas1997).

Due to the low population density, farms in Maluku are generally large (e.g. 42% of households were estimated to have more than two hectares of land). However, land on Ambon is scarce, which led to development pressures not experienced in other parts of the province. Estate crops (e.g. coconut, clove, cacao and coffee), subsistence farming (rice, corn, peanut, and soybean) and fishing are the principal community-based economic activities. In addition, there are industrial fisheries and forestry companies that produce a variety of exports including plywood, processed wood, veneer, rattan, resin, cocoa, coconut cake, coconut oil, frozen shrimps and fish (tuna, skipjack tuna, barramundi, shrimp, anchovy, trawler, mackerel, and garfish).

¹⁾ The information presented in this section is based on data compiled for the Province of Maluku prior to the establishment of the Province of North Maluku. Information for the Province of Maluku within its new geographic boundaries is still limited.

Despite these low population densities, the environment in Maluku has come under serious pressure. Maluku's forests, which cover almost 80% of the land, have been threatened by destructive logging, mining and small-scale farming practices. Destructive fishing practices have also damaged coral reefs and put fisheries under threat. Development projects in Maluku need to be sensitive to these environmental pressures and promote development that takes these into account.

Population and Demography

The total population of Maluku estimated by the 1995 inter-census population survey is 1,286,075. Most people are concentrated in the districts of Central Maluku and Ambon (which together account for more than 83 % of the province's population), but the density is almost fifty-times higher in urban/peri-urban Ambon than the predominantly rural Central Maluku (see Table 3), making Ambon one of the most densely populated parts of Indonesia.

TABLE 3: Population size and density in Maluku.

District	Population	Area (km²)	Density (persons /km²)
Central Maluku	556,971	17,821	31.3
South-east Maluku	168,672	9,934	17.0
West South-east Maluku	138,559	15,033	9.2
Buru	109,899	11,020	10.0
Ambon	511,974	377	1,358.0
<i>Total</i>	1,486,075	54,185	27.4

(Source: Maluku Dalam Angka 1999).

2. The Disturbances and Security Measures

The Disturbances and their Impact

The first outbreak of violence in Maluku was triggered by a traffic incident in Ambon on 19 January 1999 during the Idul Fitri holiday. The ensuing rioting between Christians and Muslims caused a large number of casualties, the displacement of some 15,000 people within the island of Ambon and an exodus of thousands of people to neighbouring provinces, in particular South-East Sulawesi. Many houses and places of religious worship were destroyed. Military troop reinforcements were flown in to restore law and order and to stabilise the situation. Emergency and rehabilitation activities were undertaken by the authorities and supported by a number of international agencies.

The violence has been seen partly as a product of deteriorating relations between Muslims and Christians in Ambon with both communities perceiving inequality and marginalisation as well as the result of outside influences. Since the 1970s, local traditional (*adat*) institutions in Maluku had been weakened as a result of New Order Government policies, and the influx of predominantly Muslim immigrants began to change the demographic balance in Ambon. In particular, the balance of power in the bureaucracy began to change. Since the fall of Soeharto in May 1998 there had been number of student-led demonstrations demanding reform in Ambon as well as several violent incidents involving local Ambonese and migrants from Sulawesi, all of which increased the tension in Ambon. There is also much evidence of external influences on the violence in Maluku. For example, in December 1999 there was an influx of Ambonese hoodlums (*preman*) from Jakarta

following the Ketapang incident, and many eyewitnesses to the January violence claim to have seen outsiders organising and promoting violence.

The initial outbreak of violence quickly spread to the nearby islands of Saparua and Haruku. The violence continued sporadically through February and abated in March. Estimates of the number of dead range from several hundred to more than one thousand.

In April 1999, violence erupted on the Kei islands, in Southeast Maluku District, leading to the displacement of more than 20,000 persons. Troops were sent in from Ambon to quell the violence. The situation has significantly improved since then.

In June 1999, the general election passed peacefully in Maluku, but this was short lived. In Ambon, lingering tensions and the revengeful destruction of places of worship led to a second outbreak of violence in mid-July 1999, which resulted in a large number of casualties and increased number of IDPs. The situation remained tense throughout the year with sporadic incidents continuing to occur, and Ambon became a city completely divided along sectarian lines.

Late December 1999 saw the religious festivals of Christmas and Idul Fitri coinciding. The increased tension around this period led to major rioting in Ambon town, with attacks on villages in Central Maluku (Seram, Buru, Saparua and Haruku) occurring into the new year. Of much concern was strong evidence of involvement of police and military personnel, with mortars and automatic weapons being used. The TNI took over responsibility from the police for restoring security, and instituted naval patrols around the islands with the aim of preventing the movement of armed gangs between the islands. Thousands of weapons, notably in Ambon, have since been confiscated and thousands of people fled from their homes, swelling the numbers of IDPs.

Following the December disturbances, violence escalated that displaced thousands more Ambonese and led to hundreds of deaths. Recently, disturbances continue but have become more sporadic in Ambon town and to a lesser extent in Central Maluku including Saparua, Haruku and parts of Seram and Buru.

Security Measures

Initially, the security forces appeared unprepared to cope with the outbreak of mass violence, and at times were criticised for being reluctant to intervene in such difficult, highly charged and threatening situations. The difficulties faced by often poorly equipped young recruits in facing these situations are not to be underestimated. The fourth wave of violence which began in May 2000 also led the President to declare a civil emergency on 27 June 2000, which provided greater powers to the security forces although overall responsibility remained in the civilian hands of the Governor.

Despite some continuing problems, the security forces have been able to improve their effectiveness in maintaining security. On the ground, the security forces have increased their presence at key points between Muslim and Christian villages, and conduct regular sweeping operations to search for and confiscate weapons. An increase in military presence and a rotation of personnel has fostered an improvement in the security situation. By July 2000 there were seventeen (17) army battalions and two (2) police mobile brigade battalions, a total of about 14,000 troops compared to about 5,300 one year earlier. Further steps to improve the security situation included a major law enforcement campaign by the police and

the formation of the Joint Battalion, under which the elite troops of the army, air force and marines were merged within one line of command. This scheme not only quelled to a certain degree the internal strife among different elements of the military, but also checked the tendency of troops to take sides with the communities in combat.

3. Community Recovery and Reconciliation Efforts

Externally Resourced Relief and Internally Displaced Persons

The tens of thousands of people that were internally displaced following the violence placed immediate demands on local coping mechanisms and on national and international humanitarian organisations. Overall, the local government with international aid organisations and local NGOs have been effective in supplying humanitarian relief, but more than two years after the start of the violence there are more than 300,000 internally displaced people in Maluku.

A number of local initiatives and external support projects have been undertaken to address the longer-term needs of IDPs and other groups. Local community organisers have worked effectively in camps and NGOs have provided counselling and other IDP support programmes including training, microcredit schemes, provision of seeds and tools, and the provision of alternative health and education services.

From March-September 2000, The United Nations organisations raised US\$8.2 million through the Inter-Agency Appeal for the Maluku Crisis. This and other funding has allowed the UN to:

- establish a UN Resource Centre in Ternate and Ambon, which have carried out assessments and acts as a centre for co-ordination on North Maluku and Maluku (OCHA)
- provide food assistance of approx. 26,500 tonnes equivalent to US\$12million, which has been distributed by Action Contre La Faim (ACF) in Maluku (WFP)
- distribute 80 tonnes of Vitadele to IDP children via ACF (UNICEF)
- support garbage collection in Ambon (UNICEF)
- support the emergency distribution of shelter and non-food relief in Maluku (UNDP)
- support grassroots community initiatives through the Community Recovery Programme (CRP) by funding local NGOs to undertake food security, social services, and income-generation and job creation activities (UNDP)

The main international non-governmental relief organisations working in Maluku are Action Contre La Faim (ACF), Medecins Sans Frontieres-Belgium (MSF-B) and Mercy Corps. ACF has refocused their food distribution programme to more remote areas that local NGOs have difficulties reaching, and are reducing food distribution in Ambon and south-central Seram. MSF-B has focused on the provision of basic health services and water and sanitation projects with activities including running mobile clinics, water supply and sanitation in camps and a hygiene promotion campaign. Mercy Corps has also been supporting emergency relief activities to about 50,000 beneficiaries via grants to local NGOs and has funded small-scale income generating activities for IDPs. In particular, Mercy Corps has focused on building the capacity of the local NGOs with which it works.

Cordaid and Samen voor de Molukken have recently established an international presence in Ambon to look for new local partners of assistance from the Netherlands.

Rehabilitation and Reconstruction

Overall, efforts aimed at rehabilitation and the return of the IDPs have been limited due to a combination of factors including the poor security situation in Ambon and the concentration of almost 50% of the IDPs in kotamadya Ambon (377km²).

The local government, though, during 1999 and 2000 managed to begin a rehabilitation and reconstruction programme. As of June 2001, the Maluku local government reports that the following infrastructure had been reconstructed and renovated:

- more than 3,700 houses
- 1 school
- 2 markets
- 16 places of worship.
- 4 office units
- garbage facilities
- 46 barracks for IDPs

A problem encountered in early rebuilding programmes was the destruction of rebuilt houses that had not used local labour. The involvement and full participation of the community is a clear requisite of effective reconstruction.

Reconciliation Initiatives

A range of reconciliation initiatives has been launched with varying successes. In January 1999 the 'Team 6' of community leaders (later 'Team 24') tried to contain the spread of the violence, and in March 1999 the army formed the 'Team 19'. There was also the formal signing of a peace agreement between elite leaders. But without any real representational authority or popular mandate from the community, these initiatives were on the whole ineffective. In order to remedy this, in 1999 the local government set up the Social Reconciliation Centre (PRS), which was tasked with taking forward reconciliation. But without a clear direction, limited funding and again lacking links to the grassroots, the PRS has not been effective in fulfilling its role. Since then, the local government has been active in convening a series of cross-community meetings.

At the national level, the National Parliament convened a Special Committee to consider the Maluku crisis at the beginning of 2000, and the National Human Rights Commission formed a Special Commission for Investigation of Human Rights and Mediation in Maluku. In September 2000, a Moluccas branch of the National Commission of Human Rights was established in Ambon, but up to May 2001 was reported not to have received any complaints about violations of human rights.

A number of local forums and cross-community initiatives began to operate at this time including the NGO-forum TIRUS and the Wayame Village Team (Wayame is the only mixed village on Ambon at the present time). However, as time passed, these cross-community links became increasingly strained and several including TIRUS ceased to function. More recently a number of NGOs and community groups have become active including the Movement of Concerned Mothers (GPP) and various community-based forums and associations. Mercy Corps has been active in supporting the local NGO community through capacity building and the establishment of a cross-community NGO centre in the neutral zone, and OTI/USAID has supported the establishment of a joint Muslim-Christian computer training centre for high-school students in the Public Library.

External agents have played a role in facilitating and supporting these local initiatives and in supporting cross-community meetings and contacts, including initiatives by the Centre for Security and Peace Studies (UGM) with The British Council, Komnas HAM, Mercy Corps and BSP-Kemala / Indonesian Legal Aid Institute. The latter initiative – called Bake Bae - has succeeded in developing a series of meetings and activities towards a community-based reconciliation process in two key areas of Ambon. The Indonesian Alliance of Independent Journalists (AJI) and The British Council have also been running a cross-community media support programme. In general, there is a need for these activities to be focused in Maluku and for there to be concrete action and follow-up.

In March 2001, The Crisis Centre of the Diocese of Amboina in cooperation with the Go-East Institute in Jakarta and the local Government organised a major meeting of over 1000 representatives from Maluku in Langgur, South-east Maluku. The ‘National Dialogue in Southeast Maluku’ ended with a commitment that proposes:

- local tradition and customs be built on and used to accommodate differences among people
- traditional leaders (Sultans and Rajas) would hold on to their traditional (*adat*) leadership and not become part of the formal government, while the village governmental system should return to its original *adat* village structure. (This is possible under the new decentralisation laws of 1999)
- any rehabilitation concerning the people of the Moluccas, should take into account the various and most conspicuous kinds of loss and destruction, like the loss of housing, work, education and the destruction of public facilities
- priority should be given to the problems connected with the refugees, education and children, especially youths who dropped out of school due to the conflict
- future development of the Moluccan community should make use of regional autonomy

Other support has included capacity building workshops focusing on human rights monitoring and advocacy, NGO management skills, strategic planning, proposal writing and tolerance and diversity by various organisations including ICMC, Yayasan Baileo Maluku and the Canadian Human Rights Foundation (CHRF).

B. Current Situation

The disturbances have been disastrous for Maluku. The death toll is estimated to be between 5,000 and 10,000 or more – roughly 0.5% of the total population. More than 16,000 houses almost 100 schools and two universities (Pattimura and UKIM) have been destroyed. The economy contracted by almost 50% between 1998 and 2000, and the prices of basic goods have increased dramatically. At times of insecurity many basic goods are in short supply. Job opportunities are few which makes the young and disaffected easily prone to enter the ‘war economy’ (for example by making home-made weapons) or to join the fighting groups, particularly where there is an economic incentive.

TABLE 4: Details of Population and the Number of Displaced Persons by District in Maluku with further details of the Sub-Districts Affected by the Violence.

District	Population Size (1995)	No. of Displaced People (Families)	Percent. of Pop'n Displaced	Kecamatan Affected by the Violence	Area (km ²)	No. Villages
Central Maluku	556,971	98,907 (11,644)	17.8%	1. Kec. Leihitu 2. Kec. Salahutu 3. Kec. Haruku 4. Kec. Saparua 5. Kec. West Seram 6. Kec. Kairatu 7. Kec. Banda 8. Kec. Werinama 9. Kec. Tehoru 10. Kec. Bula 11. Kec. East Seram	298 270 479 243 1,992 611 53 2,952 945 1,330 3,002	16 6 11 23 23 27 10 10 20 9 37
South-east Maluku	168,672	59,885 (11,842)	35.5%	1. Kec. Kei Kecil 2. Kec. Kei Besar 3. Kec. Aru	3,088 577 6,269	72 44 119
West South-East Maluku	138,559	16,489 (2,360)	11.9%	1. Kec. South Tanimbar 2. Kec. North Tanimbar	3,938 1,361	30 40
Buru	109,899	9,209 (1,842)	8.4%	1. Kec. East North Buru 2. Kec. West North Buru 3. Kec. South Buru	1,049 4,685 5,286	28 6 28
Ambon	511,974	145,328 (29,613)	28.4%	1. Kec. Nusaniwe 2. Kec. Sirimau 3. Kec. Teluk Ambon Baguala	93 117 167	13 19 18
Total	1,286,075	329,818 (57,571)	25.6%	22 from a total of 29 kecamatan	38,805	609

(Source: Pemda Maluku, June 2001 and Maluku Dalam Angka 1999).

More than a quarter of the population of Maluku has been displaced, and three-quarters of sub-districts have been affected by violence (Table 4). The displaced are living in some 600 sites over the five districts of Maluku, with the majority (> 200,000) living with family and friends in local communities.

The situation in Maluku varies significantly from area to area. It is convenient to classify Maluku into three main areas that present different opportunities for recovery programming.

1. Ambon Island

The high population density in Ambon town, the lack of freedom of movement and its position as the political and administrative centre makes this the most conflict-prone area in Maluku. Residency areas are polarised and the conflicting parties are entirely separated along religious lines, and most administrative and public services have been negatively affected. There are frequent electricity blackouts that reinforce the sense of crisis and lack of normalcy. In some areas, life has entered a superficial quasi-normality for those who have not been displaced. Fully segregated markets, shops and even ports have started to function, as have government offices, although most operational departments now are divided into two entities and not fully operational. The governor's office and the military hospital can be reached from both communities.

Recent events in Ambon have highlighted the volatility inherent under these strained conditions, and the importance of the security forces maintaining law and order. In April and May this year, the anniversary of the RMS and the arrest in Surabaya of the Laskar Jihad leader, Ja'far Umar Thalib, raised tension in Ambon town. Inter-community relations were targeted amid calls for segregation, shootings and outbreaks of violence. The relationship between the security forces and the community is also under strain following the recent incident in mid-June where about twenty people were killed in an incident involving the Joint Battalion at a Kebun Cengkeh health centre. New initiatives by the security forces to maintain law and order include the establishment of a 24-hour Criminal Investigation Team comprised of 100 policemen together with 10 military personnel.

With such segregation, there are also many intra-community rivalries, conflicts and disputes. The Muslim community has, for example, begun to make attempts to consolidate opinion by holding a 'Grand Conference', the first of its kind, which was attended by about 1000 participants from all over the province. The Christian community has also held such meetings. In Ambon, there is a real need to also focus on intra-community support for recovery.

Beyond these important initiatives, there remains the need to increase cross-community contact, to build trust and extend the neutral zone. Civil society groups and NGOs along with village governance structures can play an important role in this by working at the community level in an informal way.

Rumours and mis-information have had an important impact on the situation in Ambon. The media is divided along sectarian lines and has been provocative in its coverage of events. The radio station 'Voice of the Moluccan Moslem Struggle' has in particular come under heavy criticism. In Ambon and Maluku, many people depend on word of mouth for information, and telecommunications mean that information can spread very quickly. Consequently it is easy for self-fulfilling rumours to break periods of calm. Initiatives to increase access to reliable and timely information are badly needed.

Although humanitarian assistance to both the internally displaced persons and other vulnerable groups is a priority, it is important to develop small initiatives that support the longer-term development needs of the communities. In this respect, UNICEF is planning a comprehensive programme women's empowerment, development of a cross-community library and training centre, and support to Maluku's schools. Mercy Corps has been funded by OTI/USAID to undertake a thorough shelter and infrastructure assessment throughout Maluku, which will also be a valuable resource for future programming.

2. South-East Maluku

South-east Maluku can be described as a stable post-conflict area. There has been no fighting for over two years in south-east Maluku and there is freedom of movement in much of the area. People are returning to their homes although there are still IDPs. Muslims and Christians have developed cross-community links and relationships, and the government is promoting a programme of reconstruction. As part of this effort, UNDP is currently implementing the Kei Islands Peace Building Programme to promote recovery in south-east Maluku. Lessons learnt from this programme will be applied in Maluku and North Maluku.

3. The Islands of Haruku, Saparua, Buru and Seram

Haruku, Saparua, Buru, Seram are somewhat intermediate to the previous two areas. There is continuing violence, but it is sporadic and people are beginning to return to their homes. Within the district of Central Maluku, there has been a move towards reconciliation under a revival of adat.

Buru Island

Until April this year, Buru had not experienced violence for a whole year. Displaced people still require assistance and some in the north of Buru have asked to be relocated. MSF-B reports anaemia among many children south Buru but no severe malnutrition, and ACF continues with emergency assistance in the north. These areas present potential for long-term recovery and development programming, and UNICEF will be including Buru as one of the forty districts that it is focusing on in its country programme.

Seram Island

In Masohi, the capital city of Central Maluku situated on Seram, the situation has become more conducive to recovery. ACF notes that Central Seram and West Seram sub-districts appeared peaceful in May 2001. Mercy Corps assessed the general humanitarian situation in the western part of Seram. They noted a clear difference in coping mechanisms between IDPs from Seram and IDPs from North Maluku, principally Bacan, who are from an urban background and are not as well equipped to adapt to life in the jungle. North Maluku IDPs live in difficult conditions and suffer from a lack of food, while the main problem of Seram IDPs seems to be access to medical assistance.

The UNRC visited four sub-districts of Seram in April 2001. Focus was placed on North Seram and Bula sub-districts in the north and north-eastern parts of the island, as these have received very little or no attention from the international community. While there are relatively few IDPs in these areas, the conflict has had a very negative impact on basic services. Particularly alarming was the state of education and health services in Bula sub-district. In North Seram sub-district, although segregation along sectarian lines is pronounced and Christians are cautious about entering Wahai, there are some mixed villages.

In east Seram in Bula sub-district, there are now few security concerns as its is now completely Muslim. This part of Seram became a flash-point following claims of mass forced conversions. An investigation team to the Bula sub-district reported that out of 771 Christians who have converted to Islam, 278 confessed to having been forced to do so. Christians have either left for Sorong, Ambon or Masohi or have converted to Islam.

Haruku and Saparua Islands

In Haruku and Saparua, the situation is not as strained as Ambon. For example, Muslims and Christians in Haruku Island have been reported to have made peace with each other and agreed to make efforts towards reconciliation and to free the island from violence and hostility. On Saparua Island, the village of Sirisori Islam is suffering economic isolation and insecurity, and ACF has provided food assistance to 2,500 beneficiaries affected by displacement.

IV. REASONS FOR UNDP SUPPORT

In February 2001, a high level delegation was organized by the Ministry for Settlements and Regional Infrastructure to undertake a field mission to Maluku, North Maluku and North Sulawesi. The mission was led by the Minister and participated in by the Junior Minister for Acceleration of Development in Indonesia's Eastern Region (KTI), officials of a number of other Government ministries and agencies, Ambassadors of countries with whom Indonesia enjoys friendly relations and representatives of multilateral organizations. The Ambassadors that participated in the mission were from the Kuwait, Australia, Malaysia, Sweden, Kingdom of the Netherlands, Great Britain and the United States of America. The international organizations included in the delegation were represented by officials of the European Commission and by the Resident Representative of UNDP.

The delegation was briefed on the progress reached so far by the Government in achieving social reconciliation. They were appraised of the current situation in the locations affected by the outbreak of the violent conflict including the readiness of IDPs to return to their communities of origin and the extent of physical rehabilitation needed.

Field visits were organized and presentations made by Provincial Government authorities regarding activities carried out so far to rehabilitate/reconstruct the physical infrastructure of the province. The Government drew the delegation's attention to the enormity of resources, particularly financial, that are needed to implement the programmes, and appealed to the national Government authorities as well as representatives of the donor community for external support to supplement the limited amount of locally available funds.

In its Country Cooperation Framework (CCF) for the period 2001-2005, it is agreed that UNDP will give priority to conflict prevention and post-conflict recovery efforts. This priority grows from awareness of the need for cooperation between Indonesia and its development partners in preventing new disputes as well as in recovering from current ones, as not doing so impairs the country's capacity to emerge successfully from the present crisis environment.

Since its involvement in emergency operations on the Island of Ambon in Maluku Province beginning in March 1999, UNDP has been engaged in carrying out assistance activities to support the displaced population and other vulnerable groups. These efforts have focused on delivering food aid, building local capacity to manage the disaster response and creating an enabling framework for sustainable development through the UN's Consolidated Appeal Process. Laying the foundation for a longer term process toward full recovery and sustainable development in both North Maluku and Maluku Province has been and continues to be an over-riding priority of UNDP.

A major step taken by the United Nations system to support the above aims was the establishment of UN Resource Centres (UNRC) in both North Maluku and Maluku province. The purposes of the Resource Centres are two-fold, namely to provide common security and administrative services for UN agencies operational in these areas, and to facilitate cross-fertilization and joint programming among these organizations.

In sum, it is highly appropriate for UNDP to take forward this programme for the following reasons:

- 1) Jointly with the Government of Indonesia, UNDP has conducted several missions to North Maluku and Maluku to assess conditions and the readiness to receive recovery assistance. These missions have confirmed that:
 - Security conditions have improved, particularly in North Maluku
 - Reconciliation processes between the communities are advancing, particularly in North Maluku
 - The social and physical damage to the region is substantial
 - The government and other agency capacities and resources to address these needs are inadequate
 - Opportunities exist to affect positively the social and economic climate of the region province leading towards reconciliation and recovery.
- 2) Several key donor countries have indicated readiness to provide recovery programming support for Maluku and North Maluku, and have indicated interest in UNDP serving as an implementation channel for these resources. The Government of Indonesia has encouraged UNDP to mobilize donor assistance and to administer recovery programmes in Maluku and North Maluku.
- 3) Providing an assistance role in post-conflict recovery situations in Indonesia has been determined by UNDP and the Government of Indonesia to be an area of emphasis in the CCF 2001-2005.
- 4) Via the establishment of UN Resource Centres in Ternate and Ambon, a base for coordination of UN supported activities in the area has been laid. By establishing a Conflict Prevention and Recovery Facility in UNDP-Indonesia, capacity is being developed to substantively and administratively “backstop” and mobilize resources for recovery programmes such as in Maluku and North Maluku.
- 5) The UNDP brings considerable experience in designing and implementing post-conflict recovery programmes, and will utilise the lessons learnt from these past experiences in North Maluku and Maluku.
- 6) The UNDP Country Office in Indonesia has considerable expertise in governance related issues as well as in raising community resilience against economic as well as social shocks. UNDP’s experience in these areas, which constitute the essence of programmes for reconstruction of post-conflict societies, has been drawn over the years through the initiation of activities under its Governance Programme and Community Recovery Programme.

V. PROGRAMME STRATEGY

UNDP Indonesia has been developing the concept of Transitional Recovery Programmes (TRPs). Whereas the Consolidated Action Process (CAP) process is designed to provide life-saving assistance in circumstances of natural and man-made disasters, the TRP is designed to ensure a smooth transition from relief to development. The TRP provides a framework for donors to make contributions for **projects** that aim either to prevent emergencies or to support recovery as emergency conditions recede and the potential for longer-term programming strategies advances. The TRP will be composed of a broad spectrum or portfolio of interventions that support reconciliation and recovery, leading toward an integrated area development approach for affected regions.

The evaluation of the social conditions will constantly be monitored via processes of community consultation and participation, and these processes will determine the specific pace, scope and nature of the recovery programme. In sensitive post-conflict environments the principle of “do no harm” will be observed.

UNDP’s recovery programming strategy will employ an integrated area-based approach, allowing emergency and developmental interventions to operate side by side. As recovery programming requires continuous dialogue on the root causes of conflict, such programmes would also contribute to work on conflict prevention strategies. UNDP will support the planning and decision-making process and manage the implementation of the area-based development activities, as well as provide technical assistance and capacity building together with policy support in key areas.

The North Maluku and Maluku Recovery Programme represents a flexible programme of assistance designed to complement and supplement efforts of the government and other parties involved in supporting reconciliation and recovery in these provinces. The TRP and the strategy developed in this proposal provides a framework that allows context-specific recovery programming. The contrasting contexts and situations in North Maluku and Maluku (see Sections 2 and 3) have important consequences for the nature of the programmes that are likely to be implemented in each area.

The security situation in Ambon and the dispersion of the affected population in Maluku makes it important to keep a flexible and responsive approach to programme development. The emphasis will be on economic and social development that can improve livelihoods and improve conditions for further recovery programming.

In contrast, the relative stability and willingness of people to return in North Maluku makes it possible to implement a much more comprehensive recovery programme. In particular the programme of assistance outlined here refers to the first and third items of the Government’s Programme: Programme for the Management of Post Social Disturbances Related Issues in North Maluku for the Fiscal Year 2001 and Programme for the Empowerment of the People’s Economy to Support the Regional Autonomy Process in the Province of North Maluku in the Fiscal Year 2001.

The approach envisages at least a 3-year recovery programme phase. Having said this, the activities focused on in this document refer principally to actions to be taken in the first 12-18 months of this 3-year period. As the recovery process proceeds the plan will be updated and revised to reflect priorities for the remaining 18-36 months. Recognizing that the social atmosphere remains tenuous and that there is the potential for renewed violence, the frame of reference for the programme will be to promote the return of IDPs, the basic rehabilitation of community social and physical infrastructure within the context of reconciliation and peace-building. This means that the process of deciding on priorities and implementing them must enjoy the balanced support of both communities. In a post-conflict environment important priority must be given not just to what is done but how it is done and who has been involved in deciding.

The programme will be solidly based on principles of good governance, whereby continuous dialogue will be encouraged amongst and between governing institutions and civil society representatives. Support from the programme will not only foster trust amongst the programme stakeholders but will, at the same time, strengthen their

institutional capacity to sustain and advance the programme with gradually lesser degrees of reliance on external support.

In line with the above, exit strategies will be developed during the early stages for the overall programme in each province and for individual programme components. Close working relationships with local government and other local stakeholders will help ensure that programme outcomes and capacities developed are sustainable in the longer-term.

In short, the programme will take a highly participative approach with actual decisions on the activities to be undertaken being made by communities. This UNDP in co-operation with the government and other stakeholders will facilitate this process maintaining neutrality while emphasising the importance of equity and inclusive decision-making.

Special attention will be given to gender perspectives in the planning as well as implementation phases of all programme activities. A gender sensitive approach is of particular importance as women's concerns tend to be overlooked in development programmes in general and with the present drive towards decentralized governance, women's issues and women's representation in decision-making forums need to be strongly promoted. Of special concern is the present trend towards the re-institution of culturally based '*adat*' systems of community governance where it has been known that women's interests tend to become marginalized. Care will be taken to ensure that should communities decide to revert to the '*adat*' based system of governance, a gender perspective is introduced and integrated into its machinery.

The programme will also ensure that development plans and efforts, particularly those in the economic field will not compromise the two provinces' environmental balance through over-exploitation of natural resources and damage to the natural environment.

VI. COORDINATION, EXECUTION, IMPLEMENTATION AND FUNDING ARRANGEMENTS

A. Governing Principles

The following principles will govern coordination and implementation arrangements:

- UNDP is responsible to the Government of Indonesia as well as to donors for the execution of this programme and must maintain the requisite communications and reporting relations for these parties to guide, monitor and evaluate UNDP's performance under the terms of the programme.
- The initiative provides supplemental support for the governmental priorities and programmes in the province outlined above.
- Coordination and communication is required at all stages of the programme, including project formulation, priority setting and decision-making, implementation and monitoring/evaluation.
- Initial programme focus will be on rapid delivery of assistance within the context of return of IDPs and community reconciliation. However, from the outset opportunities will be watched for and encouraged to support initiatives that go beyond initial recovery to more sustained social and economic recovery.
- In implementation, sustainable provincial and local capacities, within government, NGOs and civil society will be strengthened by the programme.
- A flexible approach to programme development and implementation will be maintained with options for supporting, strengthening and utilizing a range of capacities in the delivery of assistance including local government, local, national and international NGOs, civil society structures, the private sector and others.

B. Arrangements for Coordination

Consistent with the above guidelines, mechanisms will be established at each level that facilitate communication and coordination among the various stakeholders. At the outset of the programme flexibility will be required to define and put these mechanisms in place. In the longer-term the aim is to support community-level planning, priority setting and decision-making capacities within the context of an integrated, area-based development initiative.

National Co-ordination

- At the Jakarta level, and in cooperation with the government of Indonesia, a national coordinating and advisory committee for the recovery of North Maluku and Maluku will be established. Its membership will be composed of representatives from relevant government ministries, UN agencies, donor agencies, NGO /civil society representatives and informed academics. This advisory committee will serve in a coordinative and policy advisory capacity for all the recovery programme efforts in North Maluku and Maluku (including Tual). The national coordinating and advisory council will serve as a forum for assuring coordination between the programme executed by UNDP and other organizations operating in these areas, as a sounding board to discuss strategies and issues in implementation, as a source of advice and

support for resource mobilization, and as a platform for certifying lessons learned. The committee is advisory to the programme and is not a substitute for reporting obligations and responsibilities to the government and donors.

Provincial/District Level Co-ordination

- At the provincial and/or district level, a coordination and advisory committee will be established in cooperation with the offices of the Governor and Bupati. The composition and structure of this council will be developed based on discussions with these offices and other key stakeholders in the province. The purposes of the committee are to assure that the recovery programme is coordinated with other programmes operating in the province. It also would serve as a sounding board for discussion of issues that may arise during implementation of the programme. During the early phase of the programme, coordination with provincial and district authorities might be concerned more with the pace and conditions of IDP return. As the military has had a key role in assuring safe conditions for return and in facilitating inter-community dialogue and reconciliation, coordination here is also essential. In later stages of the programme, the issue of social, economic and administrative linkages between different areas of the province will be of heightened concern.

Local Co-ordination, Priority-Setting and Decision-Making

- At the local level, substantive consultation with the Cemats, village heads, as well as other community and inter-community leaders will be undertaken with the aim of supporting social reconciliation, improving commonly shared physical infrastructure and activating the social and economic sectors. As a priority, the precise composition and definition of such consultative relationships will be worked on at the outset of the programme to insure that resources are not expended in a fashion that ignores this input and therefore runs the risk of causing community tension rather than reducing it. An Area-Based Programme Coordination Board will be established invested with responsibility to set priorities and decide on projects. The membership of this Board will be one of the early programme tasks and will be determined based upon consultations with key governmental and civil society members at the provincial, district and community levels. As the PCB must be carefully constituted and some time may be required to accomplish this, at the outset of the programme UNDP in consultation with the above referenced stakeholders will fund urgent activities, particularly ones related to the re-establishment of returnees.

C. UN Agency Partnership and Coordination

A number of UN agencies are providing assistance in North Maluku and Maluku and/or are considering doing so. To date, UN agency engagement has focused on addressing the emergency conditions precipitated by the conflict. As the environment for reconciliation and recovery has improved emergency programmes are being closed and next phase activities are being developed by several agencies. UNICEF, FAO, WHO, WFP, and UNFPA have all recently completed programme appraisal missions with the aim of establishing programmes or modifying existing programmes to the new environment of the province.

Close communication and coordination among the UN agencies is required to assure that a collective strategy of the UN is sufficiently developed that it can be communicated with other stakeholders. The needs in the province, at this initial stage of recovery, will no doubt significantly outstrip the resources available from both governmental and donor resources. It is imperative therefore that redundancy be avoided. At the same time, the effective division of labor should emerge from consultations with actors at the community level and the practicalities of delivering assistance to the area that addresses these priorities.

The concept of a Transitional Recovery Phase (TRP) can be used as a mechanism for encouraging and defining UN-wide initiatives in a post-conflict setting. At the provincial level the presence of the UN Resource Centres will facilitate the capacity of the UN agencies to coordinate and communicate their activities.

D. Execution and Implementation Arrangements

The special development circumstances that presently characterize North Maluku and Maluku Provinces, and the need for quick and effective delivery of assistance to these areas, call for direct execution of the programme by UNDP, which will cooperate closely with the National and Provincial authorities. The conflicts in North Maluku and Maluku have seriously disrupted administrative capacities and relationships. North Maluku is a new province and is endeavoring to establish these capacities in a social and economic environment affected seriously by the conflict there. Direct programme execution by UNDP will:

- Provide flexibility to implement programme activities through a variety of modalities;
- Provide flexibility to respond to donor priorities in terms of implementing partners and more ready means of accountability and monitoring of the programme and its resources;
- Enable a wider space for programme consultation with a variety of stakeholders;
- Increase UNDP's direct responsibility to the government and donors to assure effect and transparent execution of the programme within the terms of the programme document approved by the government; and
- Make easier the delegation of decision-making to the community level and UNDP administration to the "field" level.

A special Conflict Prevention and Recovery Unit in the UNDP office in Jakarta, working closely with the cooperating agencies, will facilitate the smooth implementation of programme activities, mobilize resources for programme initiatives and provide strategic guidance and advice to programme staff in the field. The special Unit will provide regular reports on the utilization of funds and the progress achieved in carrying out programme activities.

The UNDP programme management offices in North Maluku and Maluku Provinces will, in cooperation with the Provincial and district level authorities, be responsible for managing and executing programme activities approved by the PCB.

Appraisal Committees will be formed at the provincial, district (*kabupaten*) or sub-district (*kecamatan*) level, to technically assess sub-project proposals that address priorities determined by the PCB. The advice of the Appraisal Committees will be used

by the PCB's in deciding on whether or not to approve projects. Once approved by the PCB, Trust Fund resources will be made available to the implementing agent in tranches, thereby ensuring a high degree of financial and substantial accountability of programme resources. As Executing Agency, UNDP will enter into contracts and disburse funds. The membership of the Appraisal Committees would vary depending upon the substance of the activity under consideration for funding. Technical Units attached to provincial or district level government offices could be supported. The purpose of such Units would be to assure that technical data and area development plans are made available to the PCB and to the Appraisal Committees. This would, in turn, (1) improve the quality of technical review of proposals and (2) assure that projects being funded are supportive of the medium to long term development plans for the area/region.

Projects can be implemented through partnerships with a variety of delivery agents, including, local government, NGOs, civic organizations, and private contractors. In making decisions about what implementation approach or partner to use, priority will be given to the efficiency of delivery. Whenever possible, local and provincial capacities will be used. In the event management capacity is an issue, capacity building support may initially be provided.

Because a standard Trust Fund mechanism has proven to be particularly useful in funding rapidly and efficiently conflict and post-conflict assistance activities, such as resettlement of displaced persons, rehabilitation and reconstruction of damaged public and private infrastructure, institution strengthening and more, a Trust Fund for the North Maluku and Maluku Recovery Programme will be established.

E. Funding Arrangements

The Trust Fund will be open to any donor wishing to contribute to the multi-sectoral activities delineated in the North Maluku and Maluku Recovery Programme. Since it will permit donors to contribute to these sensitive interventions without getting involved in actual implementation, while at the same time enabling them to select particular programme activities, UNDP will be able to fund quickly and efficiently activities in these broad thematic areas. In addition, because it funds multi-sector activities, the Trust Fund will serve to improve coordination. A copy of the "Terms of Reference" for the Trust Fund is attached as Annex I.

Upon receipt of contributions, UNDP will initially disburse funds to implementing agencies which focus on rapid delivery of assistance in support of priority resettlement, rehabilitation and reconstruction activities, gradually going beyond the initial recovery to more sustained social and economic recovery as conditions permit. In doing so, UNDP will periodically provide donors with detailed financial accounting and substantive reporting on the full range of activities carried out in these broad thematic areas. UNDP's financial regulations, rules and procedures are applied in the utilization of Trust Fund resources, including programme management, reporting and financial management and accounting.

VII. AREA OF PROGRAMME CONCENTRATION AND TARGET BENEFICIARIES

A. Area of Programme Concentration

In this immediate recovery phase, the needs for assistance will likely exceed available resources, and far exceed the resources available to UNDP through this programme. This argues for focusing the programme geographically so that its impacts are tangible, even quantifiable. By concentrating geographically it also permits the formation of better relationships between programme staff and local actors that will be so vital in implementing a complex programme of this kind.

Criteria for targeting the programme that have been taken into account include the number of people displaced and affected by the conflict, the need for the rehabilitation of physical infrastructure, the need for support of cross-community activities, the risk of further violence, the potential for recovery and the potential for broader impacts beyond the area of programme concentration.

In any case, UNDP's comparative advantage in delivering recovery assistance is in its integrated, area-based approach to programme planning and implementation. The present recovery programme, in its concept, is multi-sectoral, which argues for the concentration of programmes geographically not sectorally.

Several programme missions have been undertaken by UNDP staff in coordination with government, donors and others. In the course of these missions, information and perspectives have been gathered, one aim of which has been to determine the geographical focus of the programme.

Given this, and in order to assure that this programme yields tangible and positive results, in North Maluku it has been decided to focus initially on the Tobelo and Galela areas with the aim of strengthening the recovery efforts of these communities.

Tobelo and Galela districts are particularly critical areas in which to support reconciliation and recovery initiatives, and were the two locales that saw the fiercest fighting in North Maluku. The two areas were also the first, after a series of reconciliation meetings, to express their desire for reconciliation and peace. On the Government's security situation map, both areas are classified under the category of "Rawan-I" or highly prone to incitement. However, since no clashes, major or minor, have taken place since July 2000, the continued emphasis on the security situation is related more to proneness to incitement than to existing turmoil.

By virtue of the nature and intensity of the physical clashes that took place in the two locales, a cursory observation of the impact of the clashes indicates that they may require different types and levels of support. The most urgent need of the predominantly Muslim areas of Galela is physical reconstruction, while in the predominantly Christian areas of Tobelo, the immediate need is more for social reconstruction.

Since the two locales were regarded as the major battlefields of the two conflicting parties, it is assumed that if peaceful co-existence can begin to take root there, then this will have a positive effect on peace within the rest of the province. It is, therefore,

extremely important that programmes of support are given to both communities equally, in order not to cause undue envy and incite unrest. One means of avoiding such a situation could, perhaps, be through the designation of the two locales as Twin-Cities or Twin-Kecamatans and institution of a system whereby the process of developing the plans for reconstruction and rehabilitation for both locales are carried out jointly. Such a process would instil comprehension of priority setting and eliminate perceptions of unequal benefits.

The situation in Maluku is generally different to that in North Maluku, and a number of areas are still experiencing violent conflict. In particular, Ambon, which holds almost half of the displaced people in Maluku, remains unstable with limitations on the type of recovery programming that could be implemented. However, there may be more programming opportunities in Central Maluku and Buru given the conditions in these districts. As a result, the focus for this programme in Maluku will be the three districts of Central Maluku, Buru and Ambon. South-east Maluku is being covered by the Kei Islands Peace-Building Programme, while West South-east Maluku falls outside of the scope of this programme. This targeting is inevitably broad at present because of the limited opportunities for developing a geographically focused area-based approach.

There is a need in Maluku to have a highly flexible approach to responding to opportunities and to carefully assess the suitability of particular areas or projects on which to focus. Given the nature of the selected districts, it would be possible to support activities focused on income generation, sustainable livelihoods, improvement in key public services and increased social interaction. Care would be taken to tailor activities to the specific needs of rural and urban areas. In addition the programme could provide technical assistance and capacity building to the local government and civil society groups. Within areas of Buru and Central Maluku there might be the potential for limited integrated area-based programming, but a detailed assessment of the situation needs to be made.

These initial activities could themselves in certain areas help to promote a situation more conducive to longer-term development projects and recovery in Maluku. This would allow further assessment of the potential for the establishment of a more intensive area-based recovery programme.

B. Target Beneficiaries

More than 30,000 people fled from Tobelo and Galela, mainly to Ternate, and a similar number of people fled to Tobelo from other parts of the province. Efforts which support cooperative planning and programming initiatives between the two communities in this area can contribute significantly to the atmosphere for recovery in the whole province. Depending on developments in the Tobelo/Galela area, the capacity of the programme to cover other geographic areas in the province and availability of adequate programme resources to do so, it is our intention to branch out from working in the Tobelo/Galela area to support integration of returnees in other areas of the province. What will be done over the next 12-18 months represents therefore a first phase of activities that will enable implementation of a more comprehensive recovery strategy for North Maluku in coordination with the central government, provincial government and other parties.

As the aim of the programme is to promote the reconciliation and recovery of these areas, the target beneficiaries would include all the residents of these communities. More specifically, projects would support the return of IDPs to Galela and Tobelo. It would also provide support for improvements in educational, health and recreational physical infrastructure and therefore be of particular assistance to children and to vulnerable populations in the area. In terms of strengthening community capacities, we would expect that local government planning and administrative capacities would be enhanced, that NGO and civil society capacities would be identified and strengthened and that processes of community dialogue, planning, decision-making and monitoring would be enhanced.

In Maluku, the unpredictable situation presents the major obstacle to targeting at the community level and demands the implementation of development projects on a more opportunistic basis. Targets for assistance in Maluku might include:

- local government in order to support effective public service provision
- NGOs and other civil society groups working on cross-community initiatives
- unemployed youths to develop vocational skills training
- women engaged in small-scale trade
- community groups starting up small enterprises
- civic groups working on specific issues that support social resilience and welfare

Activities that could help facilitate a more conducive atmosphere for recovery and development programming could also be valuable, for example, support to the media, leadership training, capacity building for local governance and local dispute resolution.

The development of an effective network to support the targeting of small projects would be an important part of the approach and targeting of resources in Maluku. Where possible participatory appraisal techniques and problem-solving approaches would be used to identify real developmental needs that could be supported in different areas. In identifying the target beneficiaries, the programme must assess the potential for negative impacts and mitigate these as appropriate. It is important that targeting of programming and assessments adopts a gender perspective in order to ensure that projects support the needs of women as well as men. Participation by women in appraisal and problem-solving forum would be greatly encouraged.

In Ambon City there are 145,328 IDPs plus a resident population that is suffering limited public service availability, reduced incomes and great restrictions on movement. The threat of violence remains and there is a complete and constant segregation between the communities. Programme activities in Ambon could support cross-community initiatives in a sensitive way.

VIII. DEVELOPMENT OBJECTIVE

The development objective of the North Maluku and Maluku Recovery Programme is to develop:

Socially and economically sustainable communities living cooperatively together in freedom from fear and violence.

IX. IMMEDIATE OBJECTIVES

Immediate Objective 1: The return of internally displaced people into key communities in an atmosphere of reconciliation

Indicative outputs of the programme related to IDP return and re-integration include:

- **Provision of Shelter.** Resources for the construction of barracks could be used to supplement initial temporary housing for groups of IDPs while their more permanent dwellings are being built.
- **Provision of Basic Packets of Household Goods.** Goods such as cooking utensils could be provided to assist returning families.
- **Assistance for Transportation.** Programme resources could possibly be used to supplement other resources being used to transport IDPs back to their communities of origin from the communities to which they have been displaced.

A principle the programme will observe in providing assistance will be to address the needs and concerns of the communities into which displaced people are returning, and to promote the reintegration of the returnees into the community. Furthermore, not all IDPs are poor whilst not all current community residents are self-sufficient. Care must be taken to provide the most assistance to residents and returnees alike that do not have the means to support themselves.

In North Maluku, the process of return of internally displaced persons is gathering momentum as the fear of further communal disturbances recedes and the readiness of communities to live together again increases. It is vital that this process of return not be impeded by incapacities to support the voluntary return of IDPs to their communities of origin.

Although, at present, there appears to be few opportunities for supporting the return of people displaced from Ambon Island, some returns are actually occurring in areas currently less prone to violence in Maluku. The issue is in itself a sensitive one, and the situation would need to be studied and analysed more thoroughly through wide consultation before any projects could be proposed; nevertheless, it may be possible to support some small-scale returns in areas outside of Ambon.

Immediate Objective 2: The basic rehabilitation of community-level physical infrastructure and provision of effective public services in key areas

Significant damage has occurred to the physical infrastructure of North Maluku and Maluku. Social service delivery capacities have also been seriously eroded. The level of need related to these issues, will substantially exceed the resources available through the programme. Programme funds could be utilized to complement resources expended by the government or through other programmes in these areas. Programme funds could also be used to conduct assessments and develop project plans related to these needs. Finally, programme funds could be used to rehabilitate physical infrastructure and related social service capacities regarding discrete areas that are of highest priority to communities.

Depending on the context and priority needs, indicative outputs for this objective might include:

- **Reconstruction and Rehabilitation of Health Infrastructure and Services.** Health services provision is a key issue in much of North Maluku and Maluku. The **project** can help rebuild health facilities, but must address other key issues in service delivery such as the shortage of doctors, the cost of transport to health facilities and poor community awareness.
- **Reconstruction and Rehabilitation of Education Infrastructure and Services.** The programme can help rebuild and repair school buildings, but attention must be given to other factors limiting the effectiveness of the education system including access to books and educational materials, and teacher training including, for example, ways of working with traumatised children.
- **Reconstruction and Rehabilitation of Infrastructure Supporting Local Livelihoods.** The construction of storage facilities, workshops, fishing platforms and infrastructure for irrigation, for example, might be important priorities for some communities.
- **Reconstruction and Rehabilitation of Trade and Commercial Infrastructure.** Many markets and shops and other commercial facilities have been destroyed across North Maluku and Maluku. Such facilities, especially smaller community-based markets, have potential for being important meeting places where trade and livelihoods as well as social relationships can be rebuilt.
- **Reconstruction of Transport and Communications Infrastructure.** Projects to improve land and sea transport might include bridge reconstruction, road improvements, harbour improvements and jetty construction. Enabling activities to support these infrastructure projects might include the negotiation of access by communities and other non-physical means of improving freedom of movement and transport, particularly where these can reduce the cost of public transport. Communication infrastructure might include upgrading of telephone, radio and other communication systems.
- **Reconstruction of Electricity, Water Supply and Sanitation Infrastructure.** Projects to improve access to regular electricity could be important for reducing tension in communities and increasing time available for productive and recreational activities. Access to clean water and working sanitation infrastructure would benefit health and reduce the burden for water collection.
- **Reconstruction and Rehabilitation of Housing.** A large number of houses in North Maluku and Maluku are in need of repair and reconstruction. These will need to be integrated as part of the activities highlighted under immediate objective 1. There is much potential for developing a comprehensive community-based house reconstruction programme with the option for beneficiaries to rebuild their own homes. In order to make this effective, training could also be offered to members of the whole community, and grants or loans for the purchase of household goods provided. In addition, home improvement grants might be offered to the wider community to ease any jealousy between the community and returning families.

There will be need to assure that the support for the rehabilitation of physical facilities are matched by support for the human resources that will assure use of such facilities. Wherever possible, reconstruction projects should respond to locally defined needs, use local materials and labour, and where needed be accompanied by appropriate capacity building. Many activities within this objective have potential during the planning and implementation phases for much warranted cross-community interaction.

In North Maluku, the Tobelo/Galela areas were among the most damaged. Indicators of the level of damage are that 2,300 homes and 93 schools were destroyed or damaged during the conflict. Additionally market areas were damaged and/or have become inactive, electricity has only been partially restored, and roads, port facilities and related transport infrastructure were damaged or have deteriorated.

The opportunities for reconstruction and rehabilitation in Ambon are presently limited due to the threat of recurrent violence. In fact, newly constructed buildings or improved public community services may be targeted by those rejecting reconciliation. Nevertheless, in Central Maluku and Buru, there may be areas with mixed communities that could benefit from some support in rehabilitating infrastructure. The programme could support small-scale rehabilitation projects that would be valuable for developing community infrastructure, social service delivery, transportation and access to markets, communication and reliable information flow.

Immediate Objective 3: The initiation and growth of social and economic activity with a particular focus on the most vulnerable

The outputs and kinds of activity that could contribute to the third objective include:

- **Promotion of Micro-Economic Development and Community Enterprises.** Community-based enterprises and income generation projects could be supported, including:
 - micro-credit programmes
 - small grants schemes
 - direct provision of enabling goods such as seeds & tools for resuming farming, materials and tools for handicrafts, nets and boats for fishing
 - provision of vocational and skills training to support micro-economic development
 - support with market access and access to land / natural resources.

- **Promotion of Macro-Economic Development and Private Sector Enterprise.** A number of activities could be supported such as:
 - a Private Sector Business Development Initiative focusing on policy and capacity building to support the opportunities for the private sector and to increase business investment that can contribute to community recovery
 - policy support to assess the impact of macro-economic and fiscal policy on the potential for conflict
 - technical assistance in support of macro-economic planning, fiscal policy and business investment

- **Local Community and Cross-Community Social Development and Rehabilitation.** The social and cultural dimension of the programme is extremely important. The focus will be on activities that increase both local (intra) and cross-community involvement in addressing common problems and issues. Activities might include those that:
 - encourage people to contribute to public problem solving and democratic participation
 - develop and strengthen social support systems and networks
 - deliver basic social services for the most vulnerable (e.g. the special needs of the elderly, the handicapped, children and other members of the community particularly affected by the conflict)
 - deal with common social issues such as family disintegration, apathy, substance abuse, delinquency and crime
 - provide opportunities for recreation and local arts, including possible reconstruction and rehabilitation of facilities
 - support for cultural celebrations, especially those that support Moluccan unity and social inclusion
 - deal with spiritual and mental well-being including self-help groups and other community initiatives
 - establish cross-community facilities and centres for cross-community groups
 - improve the availability and quality of vocational education and technical training.

In North Maluku, the period following the return of those who fled their villages is a critical moment in the recovery process. Much of the success of these returns will depend on the general socio-economic well-being of these people and the wider community. It will be vital to ensure that income-generating activities appropriate to the Galela/Tobelo area are developed for the whole community in the selected area. Where possible, activities that promote cross-community co-operation to address common needs would be pursued. The cultural identity of the people in the Galela/Tobelo area could also be an important factor in helping rebuild unity and this could be strengthened through cultural events and celebrations.

In Maluku, projects and activities that increase income generation activities, support self-sufficiency and enhance agricultural productivity in rural areas would be particularly beneficial. Care will need to be taken in selecting communities and areas that have genuine potential for recovery and reconciliation. In all the projects, the potential for increasing non-threatening cross-community interaction and co-operation could be pursued.

Of particular relevance to Ambon and other more conflict-prone areas are activities that support social cohesion and a reduction of divisions and conflict within communities. Cross-community initiatives are also a priority and could be supported in an appropriate and sensitive way. Initiatives that support victims and vulnerable sections of community and highlight common problems faced by the whole community may be especially effective. Care must be taken to ensure realistic expectations and achievements.

Immediate Objective 4: The strengthening and formation of good governance capacities at local levels that promote inclusive and accountable institutions for effective decision-making and programme implementation

The outputs of this objective will contribute to (i) the development of capacity for effective governance and performance of organisations and institutions involved in programme implementation, and (ii) the development of linkages and support to the wider governance environment to promote programme sustainability and good governance in target areas.

Indicative outputs include:

1. Building Capacity for Effective Programme Implementation

- **Creation of Community Recovery Councils.** Technical assistance for the establishment of community-level councils that bring people together from various walks of community life to identify priorities. This may include support for training of local leaders that have been identified. It could also include support for basic (neutral) facilities, including equipment, where people meet and work together. This could also include technical assistance at the community-level in collecting, analyzing and communicating information for purposes of planning, priority setting and decision-making.
- **Dispute Resolution Processes and Land Ownership.** It is likely that a resettlement, rehabilitation and reconstruction programme will run into disputes. It may be a particular project activity becomes disputed, so that the Community Recovery Councils will need to have plans for dealing with disputes and complaints. Most likely, though, are disputes over the rights of ownership and access to land, especially where former residents are moving back to their villages and where clear documentation of ownership is lacking. The programme and the Council will need to work with the local administration and local community to mitigate the potential for land disputes, and develop ways of addressing and resolving these.
- **Broader Capacity Development and Training for Implementing Partners, Key Stakeholders and Beneficiaries.** Training and other capacity development activities aimed at local government, NGOs and civil society groups in the implementation of recovery programme activities. This might also include training in relevant skills for programme beneficiaries.
- **Situation Analyses and Participatory Assessment Exercises for Programme Development and Planning.** Social and physical mapping exercises, background research, participatory assessments and appraisals and wide consultations will provide vital information for programme development and planning on issues such as livelihood strategies, the labour market, public services and physical infrastructure and the priority needs of the communities. The participatory processes will be extremely important in determining the extent to which the programme responds to community needs and in creating forums for community discussions and problem-solving.

- **Effective Information Management.** Activities to support effective information management and dissemination of data on all aspects of the programme. This will improve and facilitate programme planning and performance, and will promote transparency and public awareness.

2. Building Capacity for Local Good Governance

The North Maluku and Maluku Recovery Programme will have important relationships with the local government, private sector, media and various civil society organisations. It is in the interests of the programme and the wider community that these institutions are effective and that local good governance is enhanced. The linkages between the programme and local institutions would form an important part of the exit strategy for long-term sustainability.

The following areas are likely to be of significance and of potential for support:

- **The Local District Council (DPRD II).** The programme would seek support and involvement from the local DPRD at the district level, and would seek to support the DPRD in its work.
- **Key Public Service Providers.** The programme could look at potential support for effective public service delivery and governance in a decentralized environment, particularly within the area-based recovery programme.
- **The Media and Other Information Systems.** The media has become strongly sectarian since 1999, and support for improving the balance and reporting of the media would be a particularly useful enabling factor. Support to the media would provide a good entry point for public relations work to promote public awareness and ensure transparency of the programme, and would complement other communication formats such as brochures, guidelines and meetings.
- **Local Village Governance and Dispute Resolution Systems.** With decentralisation, new village councils could be formed with the power to elect the village head. Such local democracy greatly improves the potential for citizens to influence decisions that affect their lives, and to have an influence on government programmes that could assist community recovery. As part of the area-based approach, the programme will seek ways of strengthening local governance institutions through capacity-building and technical assistance. In particular, priority will be placed on support to local dispute resolution systems.
- **Local Government Policy for Social Diversity.** At the district and provincial level, the setting of policies that affirm inclusive governance can be important for reducing inequity (real or perceived) in society. This could include support to local government to address issues relating to the diversity of ethnic and religious groups in their policy formulation.
- **Security and Public Order.** Security, law enforcement and public order is a key enabling factor for the successful implementation of the North Maluku and Maluku Recovery Programme. Although this falls outside of the focus of the programme, linkages and supporting activities that promote law and order are likely to improve the overall success of the programme.

It will be important that the activities carried out in support of building local capacity for good governance are based on a sound assessment. Such an assessment could also form part of the participatory appraisal of an eventual area-based development programme (see above). The recovery programme via the UNDP Conflict Prevention and Recovery Programme Unit can also facilitate linkages to UNDP expertise in this and other areas of relevance, including Governance, Community Initiatives, and Environmental Management.

As North Maluku is a new province, administrative relationships and capacities are neither well-defined nor well-developed. Technical assistance and training could be made available at the provincial and district levels for purposes of improving planning, decision-making and implementation capacities related to social and economic recovery. This could take the form, for example, of support for a technical unit that would assist with social/economic mapping of the area and in producing data that would inform decision making at the community level.

Meetings could be supported that bring governmental (including police and military) and civil society representatives together at the provincial and/or district levels to engage in discussions that assess progress toward reconciliation and additional practical steps that can be taken to further advance the process. As the military has helped to facilitate the process of reconciliation and IDP return, meetings/training sessions could be held at the community, district and provincial levels to assure that the principles and policies (no forcible returns, respect for human rights, assistance for those returning to communities of origin, support for reconciliation process) are sustained.

Special efforts could be supported that assure that women are included in decision-making, reconciliation and economic development processes. This could possibly take the form of support for training and other activities through a women's association. The relative scarcity of civil society organisations in the Galela-Tobelo area means that capacity building of existing civil society organisations including NGOs that are working for community recovery would be valuable.

The situation in Maluku has caused great difficulties for the provincial and city administration in Ambon, and has over-stretched capacity. Support for strengthening aspects of local government may have valuable outcomes in terms of public services and their role in community recovery. Targeted support to district administrations might lend useful support to the decentralisation process.

Long-term development activities that build the resistance of communities to violence would also be beneficial. For example, strengthening the media and reliable cross-community information and communication systems will be valuable in reducing the role of rumours in provoking violence. Appropriate support that promotes law and order would also be useful.

Capacity-building that focuses on skills such as facilitation, leadership, negotiation, participatory appraisal and problem-solving will likely be in great demand for staff of NGOs, civic groups and local government in both North Maluku and Maluku. The development programming that is planned demands the participation of communities through local community groups for collective and inclusive participatory decision-making. These groups could be strengthened under the framework of the programme.

X. INPUTS

The costs of the programme are to be supported through co-financing arrangements;

- Cost sharing will be employed to support expenditures related to technical assistance and the operations budget, totaling \$US 1,097,250 over the first 18 months of the programme and \$US 2,194,500 over the 3 years of the programme. An itemized budget for these expenses is Annex 1.
- A Trust Fund for which resources will be solicited from donors. Projected funding requirements for North Maluku for the first 18 months of the programme total \$US 3.5 million and for the 3-year period \$US 7 million. Programme funding requirements of Maluku for the first 18 months of the programme total \$US 2.5 million and over the 3-year programme period \$US 7 million. See Annex 1.

Position descriptions for internationally recruited programme staff are at Annex 3.

XI. RISKS

North Maluku is an immediate post-conflict environment and the potential for conditions to deteriorate to renewed conflict must be recognized. For example, the delayed elections for the Governor of North Maluku are about to be held, the civil emergency status may be removed and the military presence reduced. There is also potential that programme efforts to provide assistance can have de-stabilizing rather than stabilizing effects. This is the reason for the “do no harm” principle of the programme. In Maluku, the environment remains tense and conditions are not yet ready for a systematic recovery programme. Efforts to support activities that will move things in this direction can subject the people associated with them to considerable risk. Rehabilitation of physical infrastructure is also subject to the possibility of it becoming a target for destruction.

As the programme will operate in these sensitive security environments it is crucial that the programme be supported by adequate measures to monitor and provide advice regarding the security conditions under which it operates. This is the reason for the separate but allied programme that will provide for a personnel safety officer’s presence in Maluku and North Maluku. A function of these staff will be to liaise closely with the military and police who, at present, play an important role in securing and protecting an environment for reconciliation and recovery.

While the aim of the programme is to promote reconciliation and recovery by supporting progressive steps from immediate settlement and recovery activities through reactivation and improvement of the medium to long term social and economic environment of the province, there must be a readiness to adjust assistance strategies should conditions revert to conflict.

XII. PROGRAMME REVIEWS, REPORTING AND EVALUATION

Programme progress and financial updates will be provided monthly by the field office to UNDP-Jakarta. On a quarterly basis progress reports will be prepared that

UNDP-Jakarta will forward to the Government of Indonesia. Reports will be provided to donors related to the specific requirements defined by them, although, as there will be multiple donors, there will be an effort to standardize, to the extent possible, such reporting in order to minimize the amount of programme time required to produce such reports.

Tripartite reviews will be conducted involving the Government of Indonesia, UNDP-Indonesia and donor representatives.

Annual programme reviews will be conducted by UNDP that will be provided and discussed with the Government and donors.

A final independent evaluation of the programme will be conducted.

A final narrative and financial report will be completed within 90 days of the programme's completion.

It is anticipated that various presentations (brochures, films) will be produced documenting the contributions of the programme to the rehabilitation of North Maluku.

XIII. LEGAL CONTEXT

This Programme Document shall be the instrument referred to as such in Article I of the UNDP Standard Basic Assistance Agreement Document (SBAAD).

The Supplementary Provisions for the implementation of the Programme are contained in Annex IV, of the SBAAD. The host country implementing agency shall, for the purpose of the Supplemental Provisions to the Programme Document, refer to the government cooperating agency described in the Supplemental Provisions.

The standard procedures for accounting and financial reporting for direct execution, as provided for in Financial Regulation 17.5 of the UNDP Financial Manual, will apply to this Programme.

The following types of revisions may be made to this Programme Document, with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the Programme Document have no objections to the proposed changes:

1. Revision in, or addition of, any of the annexes of the programme document;
2. Revision which does not involve significant changes in the immediate objectives, outputs or activities of the programme, but are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation, and;
3. Mandatory revisions that rephrase the delivery of programme inputs or increased experts or other costs due to inflation or take into account expenditure flexibility.

XIV. BUDGET

Attached is the three year budget of \$US16,194,500. It is intended to divide the funding evenly between North Maluku and Maluku. See Annex I.

United Nations Development Programme
INS/01/A29 - TF for North Maluku & Maluku Recovery Program
Budget " A "

Main Source of Funds:

LV - UNDP Trust Fund for Support to North Maluku & Maluku Recovery Programme

Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
010	PERSONNEL							
011	International Consultants							
011.01	Recovery Programme Mng-North Maluku	UNDP	Net Amount	360,000	60,000	120,000	120,000	60,000
			W/M	36	6	12	12	6
			Total	360,000	60,000	120,000	120,000	60,000
011.02	Short-term Experts - North Maluku	UNDP	Net Amount	90,000	20,000	30,000	30,000	10,000
			W/M	12	2	4	4	2
			Total	90,000	20,000	30,000	30,000	10,000
011.03	Recovery Programme Manager - Maluku	UNDP	Net Amount	360,000	60,000	120,000	120,000	60,000
			W/M	36	6	12	12	6
			Total	360,000	60,000	120,000	120,000	60,000
011.04	Short-term Experts - Maluku	UNDP	Net Amount	90,000	30,000	30,000	30,000	
			W/M	9	3	3	3	0
			Total	90,000	30,000	30,000	30,000	
011.05	Recovery Programme Manager-Jakarta	UNDP	Net Amount	360,000	60,000	120,000	120,000	60,000
			W/M	24	6	0	12	6
			Total	360,000	60,000	120,000	120,000	60,000
011.99	Line Total	-----	Net Amount	1,260,000	230,000	420,000	420,000	190,000
			W/M	117	23	31	43	20
			Total	1,260,000	230,000	420,000	420,000	190,000
013	Administrative Support							
013.01	Clerical/Admi Support -North Maluku	UNDP	Net Amount	15,000	3,000	4,500	4,500	3,000
			W/M	36	6	12	12	6
			Total	15,000	3,000	4,500	4,500	3,000
013.02	Clerical/Admi Support - Maluku	UNDP	Net Amount	12,000	2,000	4,000	4,000	2,000
			W/M	6	6	0	0	0
			Total	12,000	2,000	4,000	4,000	2,000

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Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
013.03	Driver - North Maluku	UNDP	Net Amount	4,500	750	1,500	1,500	750
			W/M	36	6	12	12	6
			Total	4,500	750	1,500	1,500	750
013.04	Driver - Maluku	UNDP	Net Amount	4,500	750	1,500	1,500	750
			W/M	24	6	0	12	6
			Total	4,500	750	1,500	1,500	750
013.99	Line Total	-----	Net Amount	36,000	6,500	11,500	11,500	6,500
			W/M	102	24	24	36	18
			Total	36,000	6,500	11,500	11,500	6,500
015	Monitoring and Evaluation							
015.01	Int. Airfares - North Maluku	UNDP	Net Amount	24,000	6,000	6,000	6,000	6,000
			Total	24,000	6,000	6,000	6,000	6,000
015.02	Travel Cost - North Maluku	UNDP	Net Amount	30,000	5,000	10,000	10,000	5,000
			Total	30,000	5,000	10,000	10,000	5,000
015.03	Int. Airfares - Maluku	UNDP	Net Amount	18,000	3,000	6,000	6,000	3,000
			Total	18,000	3,000	6,000	6,000	3,000
015.04	Travel Cost - Maluku	UNDP	Net Amount	30,000	5,000	10,000	10,000	5,000
			Total	30,000	5,000	10,000	10,000	5,000
015.05	Evaluation Missions	UNDP	Net Amount	72,000		20,000	20,000	32,000
			Total	72,000		20,000	20,000	32,000
015.99	Line Total	-----	Net Amount	174,000	19,000	52,000	52,000	51,000
			Total	174,000	19,000	52,000	52,000	51,000
017	National Consultants							
017.01	Prog/Liaison Officers - Jakarta (2)	UNDP	Net Amount	78,000	13,000	26,000	26,000	13,000
			W/M	36	6	12	12	6
			Total	78,000	13,000	26,000	26,000	13,000

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Main Source of Funds:

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Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
017.02	Prog/Liaison Officers-North Mlk (2)	UNDP	Net Amount	48,000	8,000	16,000	16,000	8,000
			W/M	36	6	12	12	6
			Total	48,000	8,000	16,000	16,000	8,000
017.03	Prog/Liaison Officers - Maluku (2)	UNDP	Net Amount	48,000	8,000	16,000	16,000	8,000
			W/M	36	6	12	12	6
			Total	48,000	8,000	16,000	16,000	8,000
017.04	Admin/Finance Asst - North Maluku	UNDP	Net Amount	16,500	2,750	5,500	5,500	2,750
			W/M	36	6	12	12	6
			Total	16,500	2,750	5,500	5,500	2,750
017.05	Admin/Finance Asst - Maluku	UNDP	Net Amount	16,500	2,750	5,500	5,500	2,750
			W/M	36	6	12	12	6
			Total	16,500	2,750	5,500	5,500	2,750
017.06	Admin/Finance Asst - Jakarta	UNDP	Net Amount	21,000	3,500	7,000	7,000	3,500
			W/M	36	6	12	12	6
			Total	21,000	3,500	7,000	7,000	3,500
017.99	Line Total	-----	Net Amount	228,000	38,000	76,000	76,000	38,000
			W/M	216	36	72	72	36
			Total	228,000	38,000	76,000	76,000	38,000
019	PROJECT PERSONNEL TOTAL	-----	Net Amount	1,698,000	293,500	559,500	559,500	285,500
			W/M	435	83	127	151	74
			Total	1,698,000	293,500	559,500	559,500	285,500
020	CONTRACTS							
021	Contract A							
021.01	North Maluku	UNDP	Net Amount	7,000,000	1,500,000	2,000,000	2,000,000	1,500,000
			Total	7,000,000	1,500,000	2,000,000	2,000,000	1,500,000

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Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
021.02	Maluku	UNDP	Net Amount	7,000,000	1,000,000	1,500,000	3,000,000	1,500,000
			Total	7,000,000	1,000,000	1,500,000	3,000,000	1,500,000
021.99	Line Total	-----	Net Amount	14,000,000	2,500,000	3,500,000	5,000,000	3,000,000
			Total	14,000,000	2,500,000	3,500,000	5,000,000	3,000,000
029	SUBCONTRACTS TOTAL	-----	Net Amount	14,000,000	2,500,000	3,500,000	5,000,000	3,000,000
			Total	14,000,000	2,500,000	3,500,000	5,000,000	3,000,000
040	EQUIPMENT							
045	Equipment							
045.01	Vehicle - North Maluku	UNDP	Net Amount	76,000	22,000	27,000	27,000	
			Total	76,000	22,000	27,000	27,000	
045.02	Motorcycles (2) - North Maluku	UNDP	Net Amount	7,000	5,000	2,000		
			Total	7,000	5,000	2,000		
045.03	Boat & Heli Fees - North Maluku	UNDP	Net Amount	21,000	3,500	7,000	7,000	3,500
			Total	21,000	3,500	7,000	7,000	3,500
045.04	Off.Rent/Furniture/Machines-North M	UNDP	Net Amount	26,000	5,000	8,000	8,000	5,000
			Total	26,000	5,000	8,000	8,000	5,000
045.05	Telp&SatPhones - North Maluku	UNDP	Net Amount	21,000	3,500	7,000	7,000	3,500
			Total	21,000	3,500	7,000	7,000	3,500
045.06	Vehicle - Maluku	UNDP	Net Amount	22,000	22,000			
			Total	22,000	22,000			
045.07	Motorcycles (2) - Maluku	UNDP	Net Amount	4,000	4,000			
			Total	4,000	4,000			
045.08	Off.Rent/Furniture/Machine - Maluku	UNDP	Net Amount	18,000	3,000	6,000	6,000	3,000
			Total	18,000	3,000	6,000	6,000	3,000

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Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
045.09	Telp&SatPhone - Maluku	UNDP	Net Amount	15,000	5,000	5,000	5,000	
			Total	15,000	5,000	5,000	5,000	
045.10	Communication Equipt Satkorlak NM	UNDP	Net Amount	50,000	10,000	20,000	20,000	
			Total	50,000	10,000	20,000	20,000	
045.11	Office Equipt Satkorlak North Mlk	UNDP	Net Amount	7,500	3,750	3,750		
			Total	7,500	3,750	3,750		
045.12	Motorcycles Satkorlak North Maluku	UNDP	Net Amount	9,000	7,000	1,000	1,000	
			Total	9,000	7,000	1,000	1,000	
045.13	Communication Equipt Satkorlak Mlk	UNDP	Net Amount	50,000	10,000	20,000	20,000	
			Total	50,000	10,000	20,000	20,000	
045.14	Office Equipt Satkorlak Maluku	UNDP	Net Amount	7,500	3,750	3,750		
			Total	7,500	3,750	3,750		
045.15	Motorcycles - Satkorlak Maluku	UNDP	Net Amount	6,000	1,200	2,400	2,400	
			Total	6,000	1,200	2,400	2,400	
045.99	Line Total	-----	Net Amount	340,000	108,700	112,900	103,400	15,000
			Total	340,000	108,700	112,900	103,400	15,000
049	EQUIPMENT TOTAL	-----	Net Amount	340,000	108,700	112,900	103,400	15,000
			Total	340,000	108,700	112,900	103,400	15,000
050	MISCELLANEOUS							
052	Reporting Costs							
052.01	Reporting Costs	UNDP	Net Amount	30,000	5,000	10,000	10,000	5,000
			Total	30,000	5,000	10,000	10,000	5,000
052.02	Info Dissemination & Publications	UNDP	Net Amount	30,000	5,000	10,000	10,000	5,000
			Total	30,000	5,000	10,000	10,000	5,000
052.99	Line Total	-----	Net Amount	60,000	10,000	20,000	20,000	10,000
			Total	60,000	10,000	20,000	20,000	10,000

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Main Source of Funds:

LV - UNDP Trust Fund for Support to North Maluku & Maluku Recovery Programme

Executing Agency: UNDP - UNDP (Direct Execution)

Sbln	Description	Implementing	Funding	Total	2001	2002	2003	2004
053	Sundries							
053.01	Gasoline & Maintenance-North Maluku	UNDP	Net Amount	8,000	1,000	2,000	2,000	3,000
			Total	8,000	1,000	2,000	2,000	3,000
053.02	Telp&SatPhone Bills - North Maluku	UNDP	Net Amount	16,500	3,000	6,000	6,000	1,500
			Total	16,500	3,000	6,000	6,000	1,500
053.03	Office Supplies - North Maluku	UNDP	Net Amount	6,000	1,000	2,000	2,000	1,000
			Total	6,000	1,000	2,000	2,000	1,000
053.04	Miscellaneous - North Maluku	UNDP	Net Amount	30,000	5,000	10,000	10,000	5,000
			Total	30,000	5,000	10,000	10,000	5,000
053.05	Gasoline & Maintenance - Maluku	UNDP	Net Amount	15,000	2,500	5,000	5,000	2,500
			Total	15,000	2,500	5,000	5,000	2,500
053.06	Telp&SatPhone Bills - Maluku	UNDP	Net Amount	15,000	2,500	5,000	5,000	2,500
			Total	15,000	2,500	5,000	5,000	2,500
053.07	Office Supplies - Maluku	UNDP	Net Amount	6,000	1,000	2,000	2,000	1,000
			Total	6,000	1,000	2,000	2,000	1,000
053.99	Line Total	-----	Net Amount	96,500	16,000	32,000	32,000	16,500
			Total	96,500	16,000	32,000	32,000	16,500
059	MISCELLANEOUS TOTAL	-----	Net Amount	156,500	26,000	52,000	52,000	26,500
			Total	156,500	26,000	52,000	52,000	26,500
099	BUDGET TOTAL	-----	Net Amount	16,194,500	2,928,200	4,224,400	5,714,900	3,327,000
			W/M	435	83	127	151	74
			Total	16,194,500	2,928,200	4,224,400	5,714,900	3,327,000

