

**Negotiating the Future of Local ‘Backwaters’:
Participatory Marine Conservation on Small Islands in Eastern
Indonesia**

by

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Declaration

I declare that this thesis is my own account of my research and contains as its main content work which has not previously been submitted for a degree at any tertiary education institution.

.....
Dirk J. Steenbergen
July, 2013

Voor Ma, Pa, Emma & Kristel,

jullie eindeloze steun maakt wie ik ben vandaag

& for Dee,

whose love and support gives me a direction

Truth is born into this world only with pangs and tribulations, and every fresh truth is received unwillingly. To expect the world to receive a new truth, or even an old truth, without challenging it, is to look for one of those miracles which do not occur.

Alfred Russel Wallace

An interview/obituary by W. B. Northrop, 1913

In The Outlook (New York) 105: 618-622, on page 622

Abstract

The biodiversity rich coastal waters of eastern Indonesia have in recent years become a centre of interest for marine conservation initiatives. Island communities across the region find themselves engaged with conservation oriented agencies concerned to develop sustainable management of marine resources. Through these engagements flow new ideas, meanings and practices of conservation, that do not necessarily reflect either dominant science-based conservation ideas, or local customary perceptions and practice.

To understand the interplay of structural and agency-based forces behind the implementation of marine conservation, the collaborations and contestations taking place within communities, and between them and conservationists, are examined according to the different meanings and values that become attached to conservation programs. Through an ethnographic examination of the agency of actors with roles as key mediators (brokers and agents) and their relationships with local social structures and institutions, the research seeks to make sense of local societal responses to conservation interventions.

These complex interactions are investigated through an in-depth examination of the workings of two participatory marine conservation programs under the coordination of a single conservation NGO, the Indonesian Locally Managed Marine Area network (I-LMMA). The engagements of I-LMMA with two separate small island artisan fishing communities in eastern Indonesia form the two main case studies: Tanimbar Kei, in the Kei Archipelago in Maluku province, and Meos Mangguandi, in the Padaido Islands in Papua province.

The social and political associations of mediators involved in environmental ‘conversations’ at the interface between social domains are explored. Of specific interest are the affiliations these individuals have to certain influential groups or institutions that affect their position in formal negotiations and emerging relationships. The case studies researched show how conservation programs gain local support or incite local resistance. Moreover, findings suggest that the integration of conservation ideas into communities through external interventions aligned with adaptive co-management objectives does not necessarily result in the kinds of sustainable conservation practices that were intended at the outset. Local dynamic socio-political contexts and the individuals who mediate conservation ideas within these contexts are strong forces that shape outcomes for conservation.

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List of acronyms

ADB	Asian Development Bank
ANRC	Australia Netherlands Research Collaboration
ARC	Australia Research Council
BAMUSKAM	Village Consultation Body (<i>Badan Musyawarah Kampung</i> , local term for BPD in context of Papua and West Papua)
BAPPEDA	(Indonesian) Provincial and District Planning Board (<i>Badan Perencana Pembangunan Daerah</i>)
BCN	Biodiversity Conservation Network
BINGO	Big International Non-Governmental Organisation
BPD	Village Consultation Body (<i>Badan Permusyawaratan Desa</i> , in context of national development terminology)
BPS	Department of Statistics (<i>Badan Pusat Statistik</i>)
BSO	Village Consultation Body (<i>Badan Saniri Ohoi</i> , local term for BPD in context of Kei Islands and Maluku)
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CBM	Community-Based Management
CBNRM	Community-Based Natural Resource Management
CCC	CTI Coordinating Committee (in context of CTI-CFF)
CI	Conservation International
CM	Customary Management
CoP-8	Conference of the Parties to the Convention on Biological Diversity
COREMAP	(Indonesia's) Coral Reef Rehabilitation and Management Program
CPUE	Catch Per Unit Effort (an indirect measure of the abundance of a target species)
CRITC	Coral Reef Research, Information, and Training Centre (in context of COREMAP)
CT	Coral Triangle
CTI Secr	Coral Triangle Secretariat (in context of CTI-CFF)
CTI-CFF	Coral Triangle Initiative on Coral Reefs, Fisheries and Food Security
CTISP	Coral Triangle Initiative Support Program
CTMPAS	Coral Triangle Marine Protected Area System
CTSP	Coral Triangle Support Partnership
DKP	(Indonesian) Provincial and lower level departments of Ministry of Marine Affairs and Fisheries (<i>Dinas Kelautan dan Perikanan: Fisheries and Marine Service</i>)
EBM	Ecosystem Based Management
EEZ	Exclusive Economic Zone
FAD	Fish Aggregation Devices

FGD	Focus Group Discussions
FOKER	Papua Non-Government Organisation Forum (<i>Forum Kerjasama Lembaga Swadaya Masyarakat</i>)
FOS	Foundations for Success
G20	'Group of 20' (an economic coalition amongst 23 developing nations and newly industrialized countries from South America, Asia and Africa)
GEF	Global Environment Facility
GIS	Geographic Information System
GO	Government Organisation
GPS	Global Positioning System
HDI	Human Development Index
HH	Household
HIVOS	(Dutch) Institute for Humanitarian Aid (<i>Humanistisch Instituut voor Ontwikkelingssamenwerking</i>)
ICM	Integrated Coastal Management
ICRS	International Coral Reef Symposium
IDR	Indonesian Rupiah
IDT	Indonesian Special Presidential Instruction Program for Less-Developed Villages in the 1990s (<i>Inpres Desa Tertinggal</i>), funded by the World Bank.
I-LMMA	Indonesian Locally Managed Marine Area network
IRJADISC	Irian Jaya Development Information Service Centre
IUCN	International Union for Conservation of Nature
KDP	(Indonesian) District Development Program (<i>Kecamatan Development Program</i> , refer to PPK)
KEHATI	Indonesian Biodiversity Foundation (<i>Yayasan Keanekaragaman Hayati</i>)
KITLV	Royal Netherlands Institute of Southeast Asian and Caribbean Studies (<i>Koninklijk Instituut voor Taal-, Land en Volkenkunde</i>), based in Leiden
KKB	West Kei Kecil Subdistrict (<i>Kei Kecil Barat</i>)
KKO	Catholic Ecumenical Working Group (<i>Kelompok Kerja Oikumene</i>)
KKP	(Indonesian) Ministry of Marine Affairs and Fisheries (<i>Kementerian Kelautan dan Perikanan</i> , national level coordinating body)
KUD	(Indonesian) Village Cooperative (<i>Korporasi Unit Desa</i>)
LIPI	Indonesian Institute of Sciences (<i>Lembaga Ilmu Pengetahuan Indonesia</i>)
LMMA	Locally Managed Marine Area network (in context of the Asia-Pacific network)
MDG	Millennium Development Goal
MM	Ministerial Meetings (in context of CTI-CFF)
MMAF	(Indonesian) Ministry of Marine Affairs and Fisheries (<i>Kementerian Kelautan dan Perikanan</i> , KKP, and represented at provincial and lower levels DKP)
MoE	(Indonesian) Ministry of Environment

MoF	(Indonesian) Ministry of Forestry
MPA	Marine Protected Area
NCC	National Coordinating Committee (in context of CTI-CFF)
NGO	Non-Governmental Organisation
NP	National Park
PNPM	(Indonesian) National Program for Community Empowerment (<i>Program Nasional Pemberdayaan Masyarakat</i>)
PPK	(Indonesian) District Development Program (<i>Program Pengembangan Kecamatan</i> , refer to KDP)
PSDA	(Village-level) Regulations for Natural Resources (<i>Peraturan Sumber Daya Alam</i>) (in context of I-LMMA field sites)
RESPEK	(Indonesian) Program for Strategic Village Development Planning (<i>Rencana Strategis Pembangunan Kampung</i>) (in the context of Papua and West Papua provinces)
SDM	Human Capital (<i>Sumber Daya Manusia</i>)
SekPro-PLKL	Program Secretariat for Indonesian Locally Managed Marine Areas program (<i>Sekretariat Program Pengelolaan Lokal Kawasan Laut</i>) (based in Biak City, Papua)
SIRaN	Save Indigenous Rights and Nature (local Indonesian NGO operating in the Kei Islands in partnership with WWF)
SOM	Senior Officials Meetings (in context of CTI-CFF)
TNC	The Nature Conservancy
TWAL	(Indonesian) Marine Recreational Park (<i>Taman Wisata Alam Laut</i>)
UNCEN	University of Cenderawasih (<i>Universitas Cenderawasih</i>) (based in Jayapura, Papua)
UNPATTI	Pattimura University (<i>Universitas Pattimura</i>) (based in Ambon, Maluku)
USAID	United States Agency for International Development
VOC	Dutch East India Company (<i>Verenigde Oost-Indische Compagnie</i>)
WB	World Bank
WIK	Local church working groups (<i>Wilayah Kerja</i>) (in context of Padaido Islands in Biak, Papua)
WRI	World Resources Institute
WWF	World Wide Fund for Nature
YPMD	Rural Community Development Foundation (<i>Yayasan Pembangunan Masyarakat Desa</i>)

Glossary

Note: If not explicitly mentioned otherwise, all terms in the glossary are Indonesian (Bahasa Indonesia).

<i>Adat</i>	Customary law, structures, practice, beliefs, norms, innovations and author system in Indonesia (when applied in the dissertation I distinguish <u>A</u> dat structures introduced in consequence of outside intervention, from those structures, practices, norms, beliefs and innovations associated with local inherent <u>a</u> dat systems)
<i>Agama</i>	Religion
<i>Agar agar</i>	A term used throughout eastern Indonesia as a gloss that covers both the name of the cultivated seaweed plant and the gelatinous product that is extracted from it through industrial processing
<i>Amber</i>	Word in Biak language meaning ‘foreign’
<i>Bupati</i>	District head (or Regent, refer to <i>Kabupaten</i>)
<i>Camat</i>	Subdistrict head (refer to <i>Kecamatan</i>)
<i>Desa</i>	Official village administrative unit (constituted under the village government law of 1974)
<i>Dinas</i>	Provincial government department
<i>Dusun</i>	<i>Hamlet</i>
<i>Evav</i>	Original name of the Kei Islands in local Kei language
<i>Gubernur</i>	Governor (head of a province)
<i>Hawear</i>	Local Kei term for <i>sasi</i>
<i>Hotong</i>	Local Tanimbar Kei term for millet
<i>Hotong haratut</i>	Communal granary in Tanimbar Kei
<i>Hukum Lavur Ngabal</i>	Customary law system in the Kei Islands
<i>Iri-iri</i>	Lowest of the three <i>adat</i> castes in the Kei Islands (descendants of prisoners of tribal wars, considered slaves)
<i>Kabupaten</i>	District (or Regency)
<i>Kampung</i>	Village
<i>Karung</i>	Large sack (10/25/50/100 kilograms) used to pack rice or flour, and commonly used as a standard trade quantity to sell produce or harvest (copra, seaweed, trochus shell, and sea cucumber)
<i>Kebun</i>	Mixed-crop garden plot (often cleared from forest area)
<i>Kecamatan</i>	Subdistrict
<i>Kelapa</i>	Coconut
<i>Kepala Desa</i>	Village head
<i>Kepala Dusun</i>	Hamlet representative
<i>Kepala Soa</i>	Kei term for hamlet representative (refer to <i>Kepala Dusun</i>)
<i>Keret</i>	Local Biak term for patri-lineal clans in Biak

<i>Ketintin</i>	Longboat engine (also used when referring to a boat with long boat engine)
<i>Kios</i>	Local village shop trading in selling basic amenities
<i>Korwar</i>	Effigies of ancestral spirits in Biak culture (Kamma 1972, p. 13). Refers to amulets traditionally kept by Biak islanders, fashioned out of soft wood to look like a kneeling human (believed to keep one's free-roaming spirit from wandering too far)
<i>Kota</i>	City
<i>La'owan</i>	One of the three main kinship groups making up Tanimbar Kei <i>adat</i> society
<i>Lela</i>	Antique Portuguese or Dutch (VOC) canon (used in the Kei islands as a form of payment in specific <i>adat</i> transactions)
<i>Lola</i>	<i>Trochus shell</i>
<i>Lumut laut</i>	Seaweed
<i>Manseren</i>	Highest <i>adat</i> caste in Biak and the oldest (pre-colonial) inhabitants of the Biak Islands
<i>Mel-mel</i>	Nobles, highest of the three main <i>adat</i> castes in the Kei Islands (descendants of early pre-colonial migrants)
<i>Oho met</i>	Territory of land and sea of which people in the Tanimbar Kei <i>adat</i> community are traditional custodians (also referring to shallow marine area extending from the coast to the deep blue that is accessed by villagers for fishing and marine resource harvests)
<i>Ohoi</i>	Local Kei term for village
<i>Ohoisoa</i>	Local Kei term for hamlet
<i>Petuanan</i>	Marine or terrestrial (agriculture) area under traditional management of a specific social group (in the context of the Kei Islands)
<i>Provinsi</i>	Province
<i>Rahan</i>	Local Tanimbar Kei term for <i>adat</i> house associated to a kinship line
<i>Raja</i>	<i>Adat</i> ruler of a particular territory, ranging in size from several villages to larger groups of islands
<i>Ratskap</i>	<i>Adat</i> governance structure made up of several villages under leadership of a raja (in the context of the Kei Islands, and deduced from Dutch word <i>raadschap</i>)
<i>Ren-ren</i>	One of three <i>adat</i> social castes in the Kei Islands (descendants of the autochthonous inhabitants of the Kei islands)
<i>Rompong</i>	Fish aggregation device used to catch pelagic fish species and to collect fish roe during season
<i>Rum</i>	Traditional house associated to clan structure in Biak society
<i>Rumput laut</i>	Seagrass
<i>Sampan</i>	Dugout canoe in Tanimbar Kei
<i>Sasi</i>	Traditional resource management system applied by rural communities in eastern Indonesia
<i>Sirip hiu</i>	Shark fin
<i>Sumber daya laut</i>	Marine resources
<i>Sumber daya manusia</i>	Human capital

<i>Sumber daya alam</i>	Natural resources
<i>Tanebar Evav</i>	Original name of Tanimbar Kei
<i>Tate'e</i>	Annual <i>adat</i> millet harvesting ceremony in Tanimbar Kei
<i>Teripang</i>	Sea cucumber
<i>Tokoh</i>	Local village governing bodies
<i>Tuan tan</i>	Kei term for <i>adat</i> custodians to specific territories (refer to <i>petuanan</i>), known as 'the lords of the land'
<i>Ub wadar</i>	Clusters of <i>adat</i> houses (refer to <i>rahan</i>) in Tanimbar Kei
<i>Wambarek</i>	Biak term for the West Monsoon season
<i>Wampasi</i>	Biak term for the East Monsoon season

Currency conversion table

Conversion direction	United States Dollar (US\$)	Indonesian Rupiah (IDR)	Date of exchange rate	Source
US\$ - IDR	1.00	9085.32	01-01-2011	http://usd.fx-exchange.com/idr/ (last visited 02-07-2012)
IDR - US\$	0.00011	1.00		

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