

Dietrich Kebschull

Transmigration in Indonesia

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**An Empirical Analysis
of Motivation, Expectations
and Experiences**

Dietrich Kebschull

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P R E F A C E

The abolition of regional disparities is one of the main targets of Indonesian economic policy. Sub-targets are the utilization of the outer islands' natural resources for economic and social development, the alleviation of the inter- and intra-regional income disparities, and the creation of jobs as well as the reversal of the population migration from the thinly populated outer regions to overpopulated Java. In particular regarding transmigration, special significance is placed on the province of East Kalimantan, which is located on the equator, comprises an area of 211,440 km², yet registers a population of only about 1 Mill. people (1980).

Within the scope of the Indonesian-German Technical Cooperation the East Kalimantan Transmigration Area Development Project (TAD) is intended to contribute to supporting this policy. Main targets of this project, started at the beginning of 1977, are the working out of a regional framework plan as well as the identification and preparation of projects relevant for development policy. The project for regional planning and project identification is accompanied by the development and operation of further training programmes.

When the project started the Indonesian government decided to give more emphasis and support to transmigration, i.e. to the resettlement programme from Java, Madura and Bali to the outer islands. More than five hundred thousand families "transmigrated" during Repelita III - that is more than twice the transmigration realized in the seven decades before. To fulfil the regional development objectives and to give a proper response to the increasing population

pressure the target figure for Repelita IV was increased to seven hundred and fifty thousand families.

The realization of a programme like this entails a lot of difficulties in planning and implementation. Special efforts are necessary in the areas of origin and destination and within the responsible institutions. The smooth and successful integration of transmigrants is a challenge for the thinly populated province of East Kalimantan, which will become one of the most important receiving areas, according to official plans.

Within the framework of economic cooperation, foreign donors who support the resettlement efforts of Indonesia strongly emphasized from the very beginning the necessity to safeguard a high quality standard in transmigration. Not the realization of target figures is decisive, but the improvement of the situation of the migrants - compared with the poor conditions they were faced with in their areas of origin.

As in all development projects people must be at the centre of all measures and activities. To make successful transmigration projects possible it is therefore necessary to know the economic and social background of the target group in detail. The group's reasons and motivations for transmigration and its expectations are an important input to the planning and design of the whole programme.

This study was carried out to support this work - as a first step to gain relevant information. The report is based on interviews with transmigrant families. They were made before transmigration in the so-called transitos in Java and Bali and after transmigration in eight settlements in Riau and East Kalimantan.

The author, who was coordinator of the TAD-Project from 1980 - 1982, and who has been a member of the scientific backstopping service from the beginning, was given friendly support during the whole study by the Indonesian authorities in Jakarta and in the Provinces. Special thanks therefore are due to H.E. the Minister for Transmigration, Martono, and H.E. the former Minister for Manpower and Transmigration, Prof. Harun Zain. Valuable support was given, additionally, by the Director of Planning in the Ministry of Transmigration, Amir, and by Drs. Sudjino, member of the staff of Minister Martono. Thanks for assistance during the whole interview procedure are to be given to A.H. Sayuti and Drs. Hasibuan from the transmigration office in Pekanbaru and to Drs. Soedirdja, head of the office in Samarinda and to his staff members Drs. Sianipar, L.M. Sayuti and Rusdiansyah; in addition to Ida Farida, Tutti Kostoer, Anwar Nurut and Bakri Beck from the Jakarta office and to Christiane Kalle, the assistant of the TAD-coordinator. Maria-Regina Kebschull organized the field trips and supervised the later data processing. Dr. Christine Borrmann assisted in the elaboration of the study. Last but not least the author has to thank Hermain Okol, Imdaad, Dr. Bernhard May and Wolfgang Wiesner, the team management of TAD, and their Indonesian and German staff within this project.

The author is solely responsible, however, for the presentation of the results, the interpretations and proposals. He would be most grateful for comments on his paper, which may help to improve transmigration and to support the poor.

Dietrich Kebschull



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0. SUMMARY

1. Objective of the Study

- To gain information about the economic and social situation of transmigrants before they leave the over-populated areas;
- to analyse the reasons and motivations which are decisive for joining the transmigration programme;
- to get an impression of expectations regarding living conditions in the new areas;
- to compare the real situation in transmigration settlements with expectations.

Based on this analysis, typical difficulties and problems are to be identified and proposals elaborated for the situation of the people (and the quality of the whole transmigration programme of Indonesia) improving in future.

2. Execution of the Study

- Interviews with 348 transmigrant families in transitos¹; carried out in Febr./March 1982 in Jakarta, Yogyakarta, Solo, Surabaya and other places in East Java, Bali, Madura and Lombok;
- 201 interviews with transmigrants settled in Sumatra (Province of Riau) and East Kalimantan. For the sample 100 interviews were carried out in Pasir Pengerayan and another 100 in Teluk Dalam, Separi and Rimbayu.

1 transit camp where families stay before they transmigrate to the outer islands of Indonesia.

The interviews in the various units gave the possibility of analyzing villages of different age (4-5, 2-3 years and 1 year).

In addition it was tried to get a representative sample with regard to the areas of origin. People from the area of the new transmigration settlements (APPBT) were also included.

In accordance with its objectives this report consists of three parts. Part 1 deals with the economic and social background in the areas of origin and explains why transmigration has a high priority within Indonesian development efforts. The guidelines of the transmigration system are described, including the results up to now.

Part 2 then gives a picture of the situation of families who have decided to join transmigration. Their expectations are analyzed in detail. Part 3 contains information about the situation in the new villages. Here expectations and reality are compared.

The study was written mainly on the basis of own surveys. In addition other studies on the economic and social situation of transmigrants in their (Javanese etc.) villages were taken into consideration as well as experience gained from TAD and other projects (World Bank, ADB, etc.). The results of the interviews are summarized for the situation before and after transmigration.

3. Economic Situation before Transmigration

- The overwhelming majority of transmigrants is landless, depending on day-to-day work in rural areas (70.1 %);