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by Muhammad Alif K. Sahide

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How NGO fulfill the complex scheme of social forestry: a resume of SF scheme in Indonesia

S Rahayu¹, D Laraswati¹, A A Pratama¹, D B Permadi¹, M A K Sahide² and A Maryudi^{1,3*}

¹Faculty of Forestry, Universitas Gadjah Mada, Yogyakarta, Indonesia

²Laboratory on Forest Policy and Entrepreneurship, Faculty of Forestry, Universitas Hasanuddin (UNHAS), Makassar, Indonesia

³Center for Forest Policy and History Studies, Yogyakarta, Indonesia

*Corresponding author's e-mail address: Sarirahayul04@mail.ugm.ac.id

Abstract. The Indonesian government shows a great commitment in allocating forests for community management through social forestry policies covering an area of 13,847,722 ha. The role of NGOs in realizing the implementation of social forestry in Indonesia cannot be ignored. They impetus the community to get legal permits in forest management, assist in preparing business plans, area management plans, and institutional management. This article explores the role of NGOs in the implementation of social forestry during the Jokowi-JK administration. We support the argument that NGOs play an important role in the implementation of social forestry, as evidenced by the achievement of permits and policies of the Ministry of Environment and Forestry recognizes that NGOs are formally involved in social forestry implementation.

Keywords: community forestry, non-state actor, legal access

1. Introduction

NGOs play an important role in forest governance, they have been actively involved in helping communities [1][2] strengthening social energy [3] promotes forest management, sustainable livelihoods and provides forest management training [2]. Including by contributing financial resources to local governments for the implementation of forest management [4]. They have also participated in national and international policy processes [5] [6] and concluded that their role cannot be ignored.

Shifting forest management in Indonesia, NGOs as policy actors are also indicated to have an important role. From state-based forest management that focuses on the government and the private sector to manage forests as the country's main source of income [7 - 10] to community-based forest management [11 - 13] to resolve various problems such as damage to forest resources, restrictions on access and transfer of community rights, and conflicts over the use of forest resources [14 - 16].

Community-Based Forests Management is commonly referred to as social forestry/community forestry. Social forestry is part of the pillar of economic policy that is reducing land tenure inequality by providing legal access to communities to manage forest resources. By providing opportunities for



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communities in and around forests to apply for forest management rights to the government, communities can manage and use forests based on sustainability aspects. There are currently around 25.863 villages in and around the forest area in Indonesia, with a population of approximately 37.2 million, consisting of 9.2 million households and 1.7 million are categorized as poor households [17].

Recently in 2014 social forestry became part of Nawacita Jokowi-JK administration to improve the quality of life of Indonesian people, by encouraging land reform. The government of Indonesia explicitly allocates forest area to the community through a policy social forestry covering an area of 13.847.722 ha. Which schemes of Community Forests/*Hutan Kemasyarakatan* (HKm), Community Plantation Forests/*Hutan Tanaman Rakyat* (HTR), Forestry Partnerships /*Kemitraan Kehutanan* (KK), Village Forest/*Hutan Desa* (HD) and Customary Forest/*Hutan Adat* (HA). To reach these targets it is difficult to ignore the role of NGOs. This article trying to explore how NGOs encourage communities to obtain social forestry certificates.

2. Overview of Social Forestry in Indonesia

Various definitions of social forestry support the devolution of the state to local communities to manage forests [18] and communities are satisfied with the involvement and benefits of forest management [19]. The success of social forestry depends on the equitable distribution of power, because devolution has been considered to be a "magic bullet" in forest governance, otherwise the unequal power relations between state institutions and community groups will cause resistance. Devolution is not only the responsibility but the authority to make decisions, because the responsibility without the authority to make decisions in managing forests is very difficult to achieve [20].

Indonesia has started social forestry since the 1970s when Perum Perhutani cooperated with communities around the forest to manage forest resources using a prosperity approach. Then continued in the 1980s-1990s with the Forest Village Community Development/*Pembangunan Masyarakat Desa Hutan* (PMDH) program. In 2001 it became a Community Forest Management Program/*Pengelolaan Hutan Bersama Masyarakat* (PHBM). During this period the community was only given responsibility, not yet the authority to make decisions in managing forests.

Then the licensing scheme began in 1995 with the Minister of Forestry Decree No. 622 / Kpts-II / 1995, Decree of the Minister of Forestry and Forestry No.677 / Kpts- II / 1998 and Decree of the Minister of Forestry No.31 / Kpts-II / 2001 followed by PP No.6/ 2007 concerning Forest Governance and Preparation of Forest Management, and Forest Utilization. In this period the licensing process was still very slow due to the complicated procedure steps and the more difficult after the authority of the Regency / City Regional Government was removed to the Provincial Government through UU 23/2014.

During Jokowi's and JK's administration, social forestry became part of Nawacita to improve the quality of life of the Indonesian people. By providing legal access to communities to manage forest resources. The Government of Indonesia in this case the Ministry of Environment and Forestry Forest Areas for social forestry schemes covering an area of 13,847,722 ha. Jokowi-JK Governance shows a greater commitment than before between 2011-2016 covering 2.5 million hectares for social forestry. Based on MOEF ministerial decrees 83/2016 is as follows: *Social forestry is a sustainable management system implemented in state forests or forest rights concessions/ customary forests, undertaken by local communities or legal customary communities as the main stakeholders, in order to increase their prosperity, ensure environmental balance and social cultural dynamics, in the form of Village Forests, Community Managed Forests, Community Plantation Forests, Community Forests, Customary Forests, and Forestry Partnerships.*"(see table 1).

Community Forest/ *Hutan Kemasyaratan* (HKm) is a state forest whose use is intended to empower local communities to increase the ability and independence of local communities to utilize forest resources optimally and fairly through capacity building and provide access to improve the welfare of local communities. HKm Utilization Business License is given to groups or groups with local communities to utilize forests in protected forest areas and/or production forest areas. Whereas Community Plantation Forests/*Hutan Tanaman Rakyat* (HTR) are plantations in production forests

5

carried out by community groups to increase the potential and quality of production forests. Slightly different from the Forestry Partnership/Kemitraaan Kehutanan (KK) is cooperation between local communities and forest utilization business permit holders.

Village Forest / Hutan Desa (HD) is state forest managed by the village and used for the village. Village Forest Management Rights (VFMR) are granted to village forest management institutions, namely village community institutions formed by village regulations. The village forest working area is a single unit of protected and production forest area that can be managed by a village institution. Forest utilization consists of timber forest products, non-timber forest products, and environmental services. And Customary Forests/Hutan Adat (HA) are forests within the territories of customary law communities aimed at recognizing the rights of forest rights holders, recognizing and protecting local wisdom. Customary Law Communities are groups of people who traditionally live in certain geographical areas because of ties with ancestral ancestors, strong relationships with the environment, and value systems that determine economic, political, social and legal institutions.

Table 1. Social Forestry Arrangement

Social Forestry scheme	Scope	Conditionality	Duration
Community Forestry or Hutan Kemasyarakatan (HKm)	Group or cooperative use right over: <ul style="list-style-type: none"> ▪ Timber from planted trees only, in production forest area. ▪ Non-timber forest product. ▪ Environmental services 	Use subject to separate business license. Not alienable, cannot be collateralized	35 years
People's Forestry Plantation or Hutan Tanaman Rakyat (HTR)	Individual or cooperative use right in Production Forest, under three different models: <ul style="list-style-type: none"> ▪ Independent, established and cost (pola mandiri) ▪ Partnership or joint venture with plantation company (pola kemitraan) ▪ Led by a company under an outgrower scheme (pola developer) 	Use right granted at outset. Not alienable, only planted trees can be used for collateral	60 years
Partnership or Kemitraan	Subject to contractual negotiation with license holder	-	Subject to contractual negotiation with license holder
Village forest or Hutan Desa (HD)	Village management right over: <ul style="list-style-type: none"> ▪ Timber from both natural and planted forest, in forest production forest areas. ▪ Non-timber forest products. ▪ Environmental services. 	Use subject to separate business license	100 years
Customary Forest or Hutan Adat	Independent model management, established and cost <ul style="list-style-type: none"> ▪ Timber ▪ Non-timber forest product ▪ Environmental services 	Use subject to separate business license	As long as there are indigenous people who are legally recognized
IPHPS (licensing scheme in the area Perhutani management)	Group or cooperative use right over: <ul style="list-style-type: none"> ▪ Timber from planted trees ▪ Non-timber forest product ▪ Environmental services 	Production sharing agreement with Perum Perhutani	35 years

Source: Adapted from [21]

Various social forestry schemes aim to address the different conditions of forest management problems. Policies related to each scheme can be seen according to the table below.

Table 2: Legal basis for submission of social forestry permits

Ministrial Decrees and Regulation	Key Features
No 35/2012	Costumary forest/ <i>Hutan Adat</i> are no longer state forest
No. 83/2016	Social forestry schemes in Indonesia
No. 39/2017	Social forestry scheme in Perhutani management areas
No. 1/2016	Guidelines for verification and validation of private forest/ <i>Hutan Hak</i>
No. 11/2016	Guidelines for verification village forest/ <i>Hutan Desa</i> (HD)
No. 12/2012	Guidelines for verification Community Forest/ <i>Hutan Kemasyarakatan</i> (HKm)
No. 13/2016	Guidelines for verification People Forestry Plantations/ <i>Hutan Tanaman Rakyat</i> (HTR)

3. The Challenge of Obtaining a Social Forestry Permit

3.1. Lack of community capacity

To obtain a social forestry certificate, the community's capacity is still lacking, especially in administration and land use planning. In terms of administration, for example when proposing a social forestry area must be included in the indicative map and the Social Forestry Area/*Peta Indikatif dan Area Perhutanan Sosial* (PIAPS) which requires that the proposed area must be clean and clear (CnC) may not overlap with the applicable permits in the area. PIAPS was developed with formal institutions and coordinated with NGOs involved in the participatory mapping movement. Consequence a mentoring program is needed, both through strengthening institutional capacity building and training (transfer of knowledge, skills, and technology).

3.2. Complex permits procedures

The process for applying for permits has been simplified by the government than before, but it still needs NGO intervention to prepare the necessary documents and register online (Figure 1). The requirements, i.e. (a) have a community group and list members, cooperatives, or customary institutions; (b) general description of the region: physical condition, socio economic, potential area; (c) Map of proposed location. Another challenge for the implementation of social forestry is the centralization process that occurred in Law 23/2014, where the Law regulates the institutional structure shifting from districts/cities to provinces with the establishment of the Forest Management Unit (FMU). [14] [22]

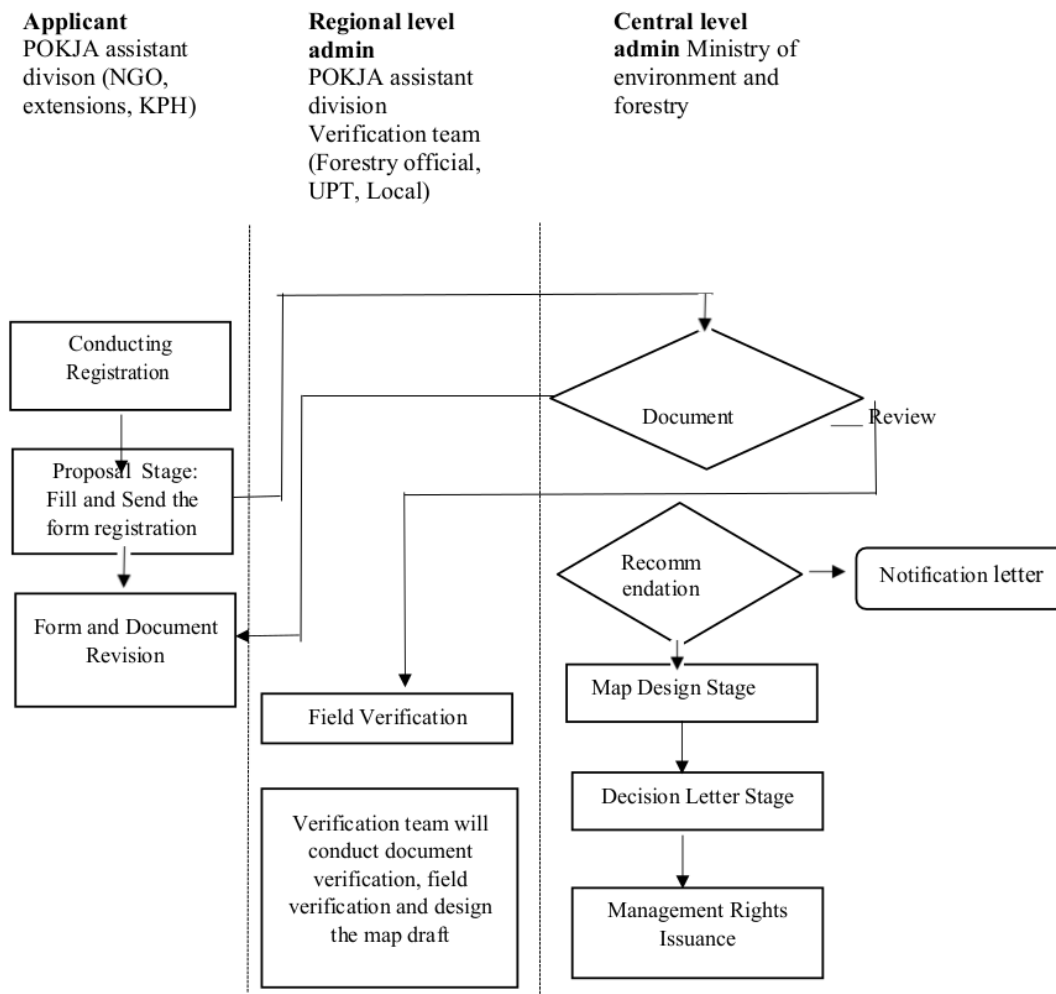


Figure 1. Social forestry permit procedures

4. The Role of NGO in Encouraging Social Forestry Implementation

Realizing the target of granting legal permits for forest management through social forestry schemes with an area of 13,847,722 ha. NGOs became important actors, Its proven in the forestry policy regarding the application of the of social forestry that requires the applicant/community to be accompanied by NGOs. The existence of policies that mention the role of NGOs in social forestry shows that NGOs are recognized by the government. Encouraging communities to achieve legal access of social forestry, NGO play role assisting the community to form groups, because for proposals the community groups must be established and proposing until the issuance of permits. Government's sharing of responsibilities and operations with other actors, including NGOs [23][24]. Their convergence can replace each other's limitations and synergistically facilitate community efforts in forest governance [2].

During the administration of Jokowi-JK even though it has not achieved the target of social forestry licensing as a whole based on what has been determined, it has shown that the permits owned by the

community are wider than before (see Table 3). This achievement also shows the role of NGOs in assisting the community, As an example we use the case in West Sumatra, Walhi and Qbar actively assisting the community to obtain a social forestry permit which is currently proposing 40 HKm with a total area of 22.770 ha, 78 HD with a total area of 168.764 and 4 HTR with a total area of 6.935.

Table 3. Social forestry schemes, total area

Schemes	2007-2014 (Before Jokowi-JK)	2015-2018	Total
Community Forest	153.725,15	337.142,51	490.867,66
People's Forestry Plantation	198.594,87	99.709,87	298.304,74
Partnership	18.712	102.000,08	120.712,08
Village Forest	78.072	969.215,18	1.047.287,18
Customary Forest		27.950,34	27.950,34
IPHPS		22.435,59	22.435,59
Total	449.104,23	1.558.453,58	2.007.557,81

In addition to helping obtain social forestry permits, NGOs encourage the capacity of social forestry businesses, preparing business plans, area management plans, and institutional management. It is evident that the role of NGOs has increased in most developing countries and is becoming increasingly important in facilitating technology transfer [25]. They have gained a position in society in terms of their social role, public image, and capacity to order external support [26].

5. Conclusion

NGOs have become actors who play an important role in realizing the implementation of social forestry from the formation of groups, proposals to the issuance of permits and preparing business activity plans, regional management plans and institutional management. The achievement of social forestry permits is now evidence of the role of NGOs, although it has not yet reached the overall target of social forestry areas. Concluded that the relationship between government and NGOs is able to complement each other's limitations.

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PAGE 3

PAGE 4

PAGE 5

PAGE 6

PAGE 7

PAGE 8

PAGE 9
