

PARTICIPATORY FOREST MANAGEMENT IN INDONESIA

Makoto Inoue*

Introduction

Since May 1998 when the Suharto regime collapsed, Indonesian forest policy has been reformed to reflect the movement of democratization, IMF recommendations, and as a response to forest and land fires.

In this report, social forestry programs promoted by the government on national forest land and non-forest land will first be reviewed. In Indonesia, "social forestry" is an umbrella term that refers to governmental participatory forest management programs. As well, NGO-supported community-based forest management issues will be discussed.

1. Governmental "social forestry programs" on national forest land

1-1. Programs involving production forests controlled by companies

Tumpang Sari in Java : For more than 100 years, a "Tumpang Sari" system, or intercropping agroforestry has been practiced. This is a system of agriculture where peasants intercrop agricultural products between the rows of planted trees such as teak. The peasants however, do not have any rights to the trees and as such do not play an active role in forest management.

Forest village social development program in forestry concession areas: The forestry concession with forest village development plan (HPH Bina Desa) introduced in 1991 had evolved into the "Forest village social development program (Pembinaan Masyarakat Desa Hutan)" by 1995. Logging companies are required to construct roads, elementary schools, clinics, churches and mosques and to help the residents introduce agroforestry systems. The companies are also required to buy local agricultural produce and to plant fast growing species of trees on degraded land and along grassland. Under the program however, local people are not involved in the management of the forests.

Tumpang Sari and Transmigration with industrial tree plantation (HTI-Trans) in industrial tree plantation areas : Even though the tumpang sari system was introduced for the benefit of the people, it is only a temporary measure at best. Under the HTI-Trans program, the people are viewed as low-cost laborers. With both programs, the local people cannot be involved in forest management.

1-2. Community forest (Hutan Kemasyarakatan) program

Established by the Minister of Forestry in 1995, the "community forest" program was centered around Decree #622. A revised version of the "community forest" program was proclaimed in October 1998 by Decree #677 of the Minister of Forestry and Plantations No. 677 (Keputusan Menteri Kehutanan dan Perkebunan Nomor 677 /Kpts-II /1998).

Under the program, community forestry is practiced by the people, specifically cooperative groups of people living within and near the forests, who have obtained a "community forestry concession (Hak Pengusahaan Hutan Kemasyarakatan)". Valid for a period of 35 years, this concession involves production forests (hutan produksi), protection forests (hutan lindung), and conservation areas (kawasan pelestarian alam) such as national parks within the national forests

* Laboratory of Forest Policy, The University of Tokyo, Japan./ Institute for Global Environmental Strategies, Japan. E-mail: minoue@fr.a.u-tokyo.ac.jp

which are free of other rights. All the activities of producing wood and non-wood forest products, including planting, tending, protecting, harvesting, and marketing for the purpose of village consumption and sale, are regarded as community forestry activities.

At this time, forest management by the local people is not approved in the concession areas of forests or in industrial tree plantations. In order to avoid and to resolve conflicts between the companies and the people, it is recommended that certain parts of the areas under forestry concession and industrial tree plantations be converted to that of community forestry.

2. Governmental "social forestry programs" on non-forest land

"Individual forest (Hutan Rakyat)" programs are practiced outside of the national forests on private land where the people hold a certification of land ownership. The main focus of individual forestry is greening or afforestation. *Paraserianthes falcataria* is planted by many people and is subsidized by a reforestation fund. In order to guarantee the success of the program, the land registration process should encompass a wider area. It seems that the expansion of the individual forest program may be more difficult in outer Indonesian areas such as East Kalimantan than in Java.

3. Community-based forest management (Sistem Hutan Kerakyatan:SHK)

The NGO-supported SHK is defined as "customary forest management systems by the local people, especially the indigenous peoples". The people depending on the forests take the initiative to form organizations to develop customary regulations to manage the forests. Continuation of the SHK however, is threatened by destructive development activities such as estate plantation, forest exploitation, tree plantation, mining, and transmigration, etc.

The government however, is reluctant to permit the SHK (Mushi, 1997). Even in the latest community forest program, the government gives priority to policies other than community forestry concessions, such as forestry concessions, industrial tree plantation concessions, tree felling rights, (Ijin Pemungutan Kayu) oil palm plantations and transmigration areas, etc. This is in spite of the evidence that proves that large-scale forest development projects such as logging, industrial tree plantation, and conversion to agricultural land are not sustainable and if anything, can often be causes of deforestation.

Most of the people practicing SHK live in the areas covered with relatively rich forests, which are designated as conservation areas and production forests. In these conservation areas however, the community forestry concession can be approved only in a utilization zone (zona pemanfaatan) where the acceptable use is generally confined to recreation. This is because the government does not support the role of SHK in Indonesia.

It is recommended that the areas where the local people practice SHK should be designated as traditional use zones (zona pemanfaatan tradisional) or socio-cultural zones (zona sosio/membudaya) knowing that SHK is a sustainable land-use policy. It should be easy for the government to accept this recommendation because the cost to switch to this policy is minimal.

4. Conclusion

It is therefore recommended that the community forest (Hutan Kemasyarakatan) program be revised so that the community-based forest management systems (SHK) in the areas covered with rich forests are officially approved. Such reforms can be realized by introducing a policy to transfer the authority to the local peoples for managing dense forests as well as degraded forests. The local people, including indigenous peoples, should at least be granted the rights of land and forest utilization on national forest land.

Fundamentally however, land ownership should be granted to the local peoples living in and around the forests. The role of the national government, local governments, local peoples and

enterprises should be studied, with future policies to be based on the principles of democracy, decentralization, sustainability, and equity.

References

Mushi, Muayat Ali. 1997. Community based forest management (SHK) movement in Indonesia. International Seminar on Community Forestry at a Crossroads: Reflections and Future Directions in the Development of Community Forestry, 17-19 July 1997, Maruay Garden Hotel, Bangkok, Thailand.