

Stewardship Agreements to Reduce Emissions from Deforestation and Degradation (REDD) in Indonesia

Conflicts over who controls the forests and forest margins is now widely recognized as a key issue that needs to be addressed if the world wants to see a reduction of emissions from deforestation and degradation. Indonesia, the country with the highest carbon emissions from change in its forest cover, is now expressing global leadership in commitments to Nationally Appropriate Mitigation Actions (NAMA) that include forests, peatland and an increasing attention for the 'trees outside forest', in the form of agroforests and trees in agricultural landscapes. Agreements on stewardship in the forest margin are key to the success of such programs, but rules need to be simplified for wider

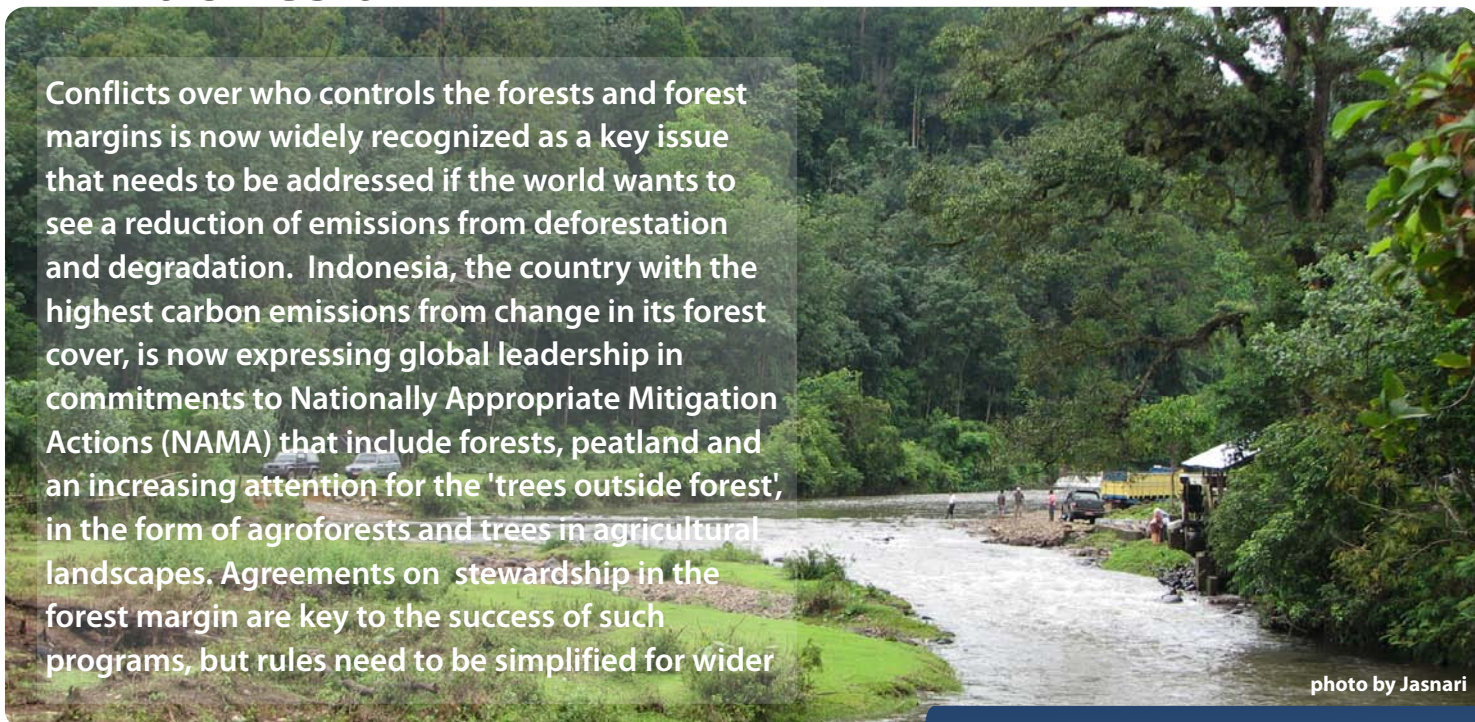


photo by Jasnari

Main findings

- 1.** The recent designation of Lubuk Beringin as the first 'Hutan Desa' or 'Village Forest' came 10 years after the legal instrument was created, but offers prospects for wider use in conflict resolution on forest margins.
- 2.** The procedures for application and approval of Hutan Desa status involve local, provincial and national levels of government and consequently only cases will pass that provide a net benefit at each level.
- 3.** Expectations that resolving tenure conflict would facilitate flow of REDD investment to Indonesia facilitated approval of the first Hutan Desa case.
- 4.** Lubuk Beringin was 'predisposed' to pioneer the Hutan Desa concept in Indonesia due to long term involvement with external agents building local social capital and aided by an informal forest discussion forum at the district capital.

Implications

- Increased tenure security for agroforests and community-managed forests is feasible.
- Wider application of the Hutan Desa concept will depend on a streamlining of procedures, learning from the first approval cases.
- Wider application of the Hutan Desa agreements can be a low-cost way for local people to benefit from REDD efforts, without requiring cash transfers.
- Impacts in governance and policy reform are unpredictable and carry over multiple project cycles with their often over-ambitious goals to finally achieve success in ways unforeseen.

Success in forest protection and emission reduction (REDD) requires conflict resolution. The recent village forest (Hutan Desa) regulation by the Minister of Forestry (P.49/Menhut-II/2008) details how to reconcile forest management targets and livelihood interests of forest-edge villages within the framework of a permanent forest estate. Lubuk Beringin in Bungo district, Jambi province, became the first village in Indonesia to secure such an agreement. Recent analysis of process, stakes and social capital bridging local, district and national scales of Hutan Desa (Akiefnawati et al. 2010) aimed to assist in reducing transaction costs for wider application. Streamlining of rules is needed to make Hutan Desa a viable part of REDD schemes at relevant scale, to support locally appropriate mitigation action as part of national strategies and as co-investment in stewardship for local, national and global benefits.

It took 10 years to utilise the legal opportunity

The forestry law no. 41 of 1999 includes several options for co-management between forest authorities and local community groups or village entities. Wider use of the community-based agreements had stalled, while the village-forest rules were awaiting implementation decrees, till government rule no. 6 of 2007. Lubuk Beringin in Jambi

Table 1: Specifications of Hutan Desa in government rule no. 6 of 2007 and government rule no. 3 of 2008

Rights and obligations	Management rights given to the village body include: a. The use of environmental services provided by, and of non timber forest resources derived from, watershed protection zone. b. The same plus the use of timber, subject to separate approval, in the production forest zone.
Work plan	At least once in a year the owner of the right reports the progress of the activities in the village forest, which include work plan, report on realisation of periodic activities, obstacles encountered and future planning.
Guidance and Control	Guidance and controlling village forest is carried out by Minister of Forestry, governor, the district head (or mayor in case of urban areas)
Termination of rights	Rights can be terminated based on results of a joint evaluation by the forest authorities and the body of village forest management.

became the first village to obtain this type of certificate on March 30, 2009.

Need for reducing transaction costs with simpler rules

The process of approval relates the forest to national and global interests in forest management via multiple steps, many of which effectively have a veto on village forest rules.

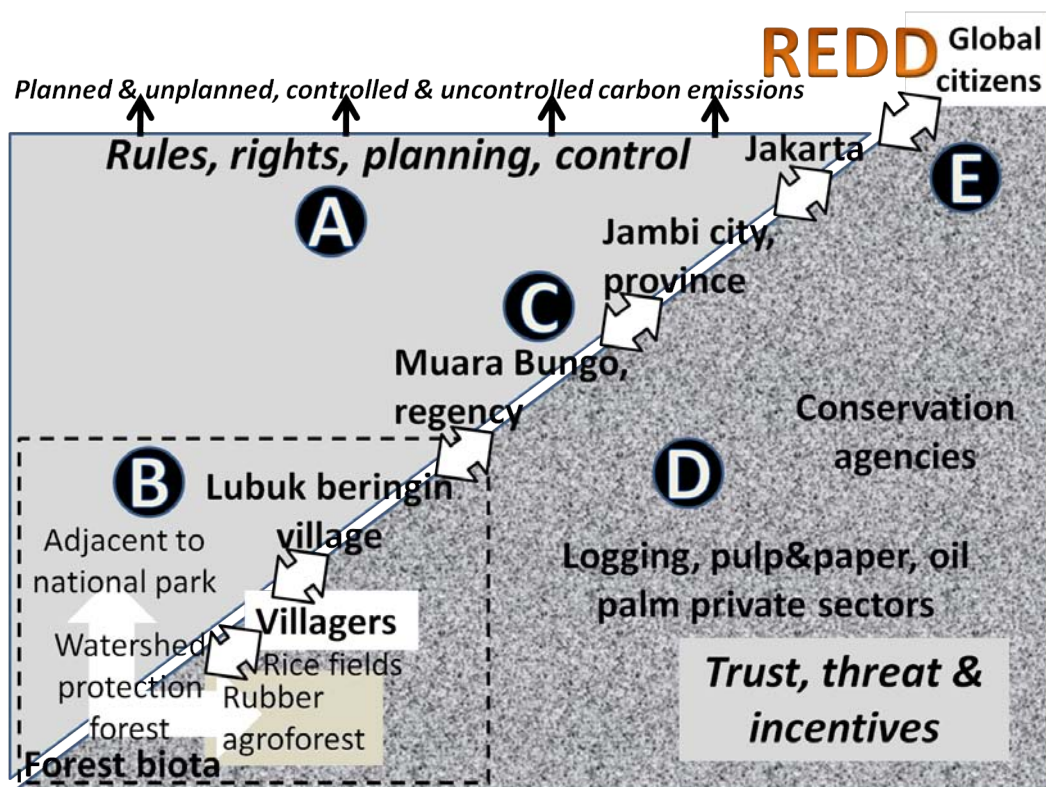


Figure 1: The various scales involved in an application and approval process

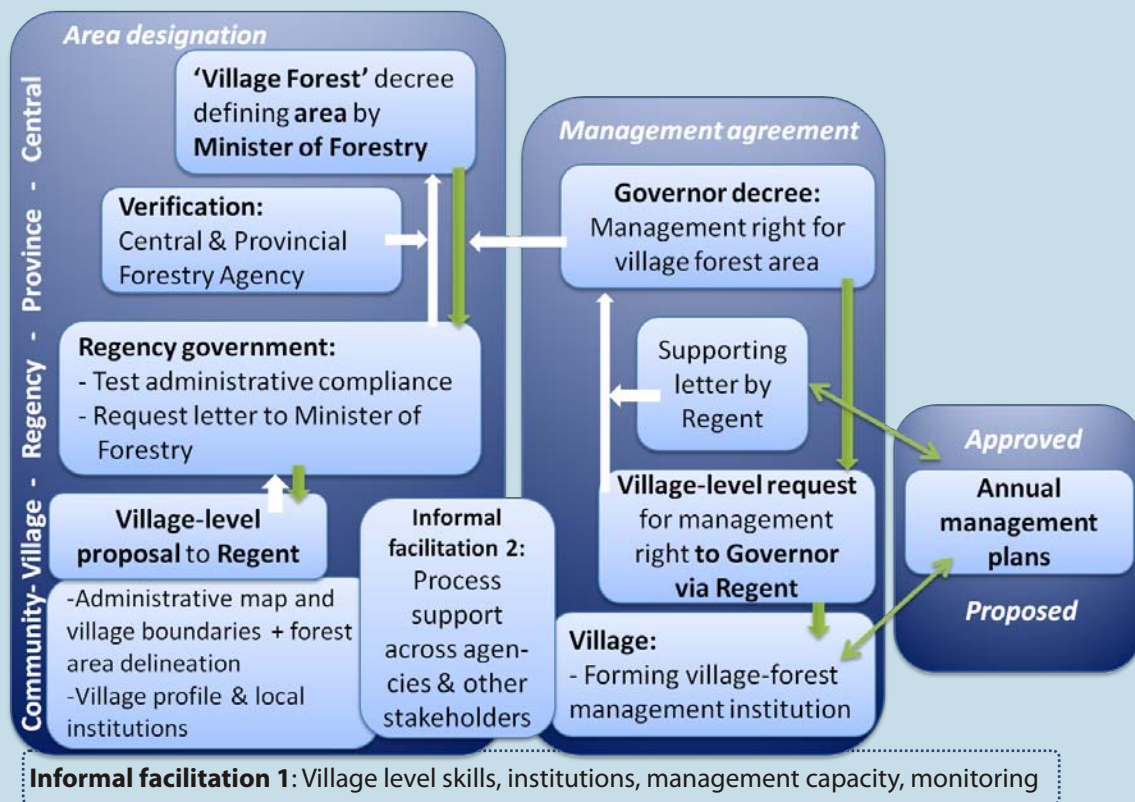


Figure 2: The proposal process

Further streamlining of the rules will be needed, making use of the legal precedent of the Lubuk Beringin permits.

REDD beneficiaries: fairness and efficiency combined

Analysis of the stakeholders along the approval value chain indicated that local level forestry and other government officials have been supportive of this type of conflict resolution, but at national scale approval had stalled as the supporters of 'social forestry' had less voice than the supporters of a concessionaire based wood industry. Active interest in tenure conflicts by the agencies developing REDD implementation probably tipped the balance in favour of supporting a village forest showcase. Wider application of the rules may depend on further signals that Indonesia's forest sector earns international support by dealing with long-term bottlenecks such as tenure conflicts.

Social capital: a long-term investment

A number of factors predisposed the village of Lubuk Beringin to become a pioneer in Hutan Desa application in Indonesia, but the village is not unique. Support by external agents for conservation and development agreements dates back to the Integrated Conservation Development Project of the Kerinci Seblat National Park in the 1990s. This project was deemed to have been a failure but it sowed the seeds of a local articulation of conservation interests that earned the village respect in local government circles. An

active but informal network of local government officials interested in forestry issues at the district capital prepared the ground for administrative approval by discussing how rubber agroforests can perform forest functions and deserve policy support. An NGO active at local, provincial and national level assisted in the necessary 'bridging' forms of social capital, while international research agencies added credibility to local claims that environmental services can be maintained in a rubber agroforest context. Such a process of trust building, however, takes many years and cannot be readily substituted by fast track replication efforts. The existing case can, however, become a learning site for allaying fears of those involved in the approval process.

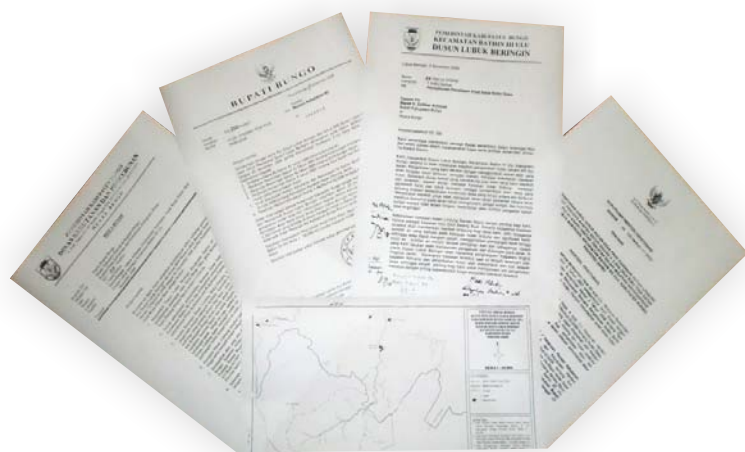


Figure 3. A sample of the various approvals and support letters needed

Next steps

Scaling out of the Hutan Desa concept to other villages within Bungo district is ongoing (two proposals are in the pipeline with the necessary maps and documents prepared with assistance by WARSII), while in neighbouring Merangin district a parallel process is near to its first success. Formal analysis of the case has resulted in a peer-reviewed

publication, outlining questions for further exploration. Indonesia's national REDD+ strategy, to be released before end of 2010, identifies tenure issues as one of five underlying challenges to be tackled. The time is ripe for a big push forward on these issues.

Table 2: Tenure Transfer Policy Instrument

Policy Instrument	Application domain	Current status
Hutan Adat – recognition of traditional forest management and rights	None. Only limited recognition by regencies, but not by MoF. 1. Bungo, Jambi 2. West Lampung, Lampung 3. North Luwu, South Sulawesi 4. Kampar, Riau 5. Lebak, Banten	Several regency regulations recognize the existence of customary people and their rights, but these regulations need to be followed up by the Ministry of Forestry decrees that never been released, despite they are being addressed by the Forestry Law no. 41/1999.
Hutan Desa – village as active forest management unit	So far only 2300 ha in Lubuk Beringin Village, Bungo Regency, Jambi	The regency government is setting up several guidelines regarding on forest-collection for local communities.
Hutan Kemasyarakatan – community group with a forest management	Around 167,450 ha of forest zone are being implemented or considered for HKm rules. Cases include Lampung, Bengkulu, Yogyakarta, Bali, West and East Nusa Tenggara, South and South East Sulawesi, Gorontalo, South, West and East Kalimantan.	This stewardship is the most advanced compared to the other stewardship arrangements. However, in some cases, overlapping authorities and uncertain criteria on monitoring and evaluation of HKm have impeded the HKm progress.
Hutan Hak – privately or collectively owned forest	None.	Despite being mentioned in the Forestry Law and MoF Decrees, the rules and regulations that apply have not lead to any application.
Hutan Tanaman Rakyat – management contracts for industrial timber plantation plots	Targeted to have 5.4 million ha in 2009. The area for HTR covers Sumatera, Java (only Yogyakarta), Kalimantan, Sulawesi and Papua.	The intention of this stewardship is to promote wood-supply for pulp industries. The selected locations are mostly near pulp mills. The HTR rules imply the option of bank loans.

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ASB is a consortium of over 90 international and national-level partners with an ecoregional focus on the forest-agriculture margins in the humid tropics, with benchmark sites in the western Amazon basin of Brazil and Peru, the Congo Basin forest in Cameroon, southern Philippines, northern Thailand, and the island of Sumatra in Indonesia.

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