

<b>IASCP 2006 Abstract Submission Form (PANEL)</b>	
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## Panel:

### **Multi – Beneficiary/multi-stakeholder Reforms in Indonesia for Protecting Forest Commons and Enhancing Local Livelihoods: Articulating and Assessing Prospective Decentralization Policies**

Five years into Indonesia's wide ranging decentralization initiative, pressures are rising for solutions to issues concerning the management of forest commons by local communities, including maintaining viable and productive partnerships with local governments and other interest groups within and around forest areas. Securing access to markets and community based property rights, including individual rights, remain major problems that contribute to the large scale land conversion of forest commons.

Sectoral responses by national government institutions to millennium development goals (MDG's) have been generally reactive and lacking in vision. Many decentralized local

governments have vision but lack required skills and financing. A multi-stakeholder forestry programme (MFP) of the Indonesian and British Governments is generating opportunities for a wider range of interest groups and agencies to tackle these problems and engage civil society in participatory policy-making. Established in cooperation with the Ministry of Forestry, this DFID-supported program is being implemented as Indonesia undergoes radical and rapid internal political, economic and social change. The highly dynamic context, characterized by rapidly changing relationships, has created opportunities for many new voices to be heard and addressed.

The MFP connects high level national officials in the Ministry of Forestry to local decision makers at Village, District and Provincial levels. Its presence is maintained through skilled and independent regional facilitators in Sumatra, Kalimantan, Java-Madura, Nusa Tenggara, Sulawesi and Papua who are agile in finding and bridging local initiatives with national level ones. This arrangement is supporting the emergence and amplification of local voices, including the development of decentralized policy innovations that demonstrate to national officials how forest commons can be better governed in the midst of chaos and its aftermath.

A recent review of the MFP concluded that

*“emerging relationships between the state, civil society and private sector remain unclear. It has been ... a period of conflict and contestation between the centre and local governments in terms of power and decision-making. Forestry has been a critical arena for this contestation in terms of who has the right to allocate resource access and ownership.*

*The opportunities provided by these institutional changes have resulted in an enormous expansion of civil society organisations, often with little or no previous experiences and limited capacity. It is yet unable to stop dire consequences of communities taking action and reasserting their rights and using forest management and stewardship arguments. Without solid policy, the achievements in multi stakeholder relations remain vulnerable..”*

With MFP support, over 65 regulations (national and local) have been passed recognizing community based management. Yet a number of community-based forest managers in Nusa Tenggara, Java, Sumatra, among others, penalized for being caught farming in forest areas, a practice that agro-forest farmers groups both traditional and formal have maintained over many years. This panel will describe and analyze various aspects of this ongoing dynamic effort to protect the forest commons and promote environmental justice on local levels throughout Indonesia.

During the panel, four presentations will tackle issues related to:

## 1. Mediating conflicts in Rinjani National Park

### ABSTRACT

### **Processing Natural Resource Conflicts and Promoting Local Capacities for Ecosystem Management in Rinjani, Lombok, Indonesia**

Ilya Moeliono (World Neighbors), Nina Hernidiah (World Neighbors), Sulistiono (Koslata/PAR Rinjani)

The Rinjani area is ecologically and economically important to the island of Lombok in the province of West Nusa Tenggara in eastern Indonesia. Wide cooperation among all stakeholders in Rinjani is needed if the area is to be effectively and sustainably managed as an ecosystem. But as in most conservation areas in Indonesia, relationships among various stakeholders in Rinjani are marred by a myriad of conflicts, including conflicts between government and local communities as well as conflicts between communities and among government agencies. In the past many of those conflicts remained below the surface but changes in power relationships, largely due to new policies on regional autonomy, caused many conflicts to intensify and to become visible.

This paper will describe and analyze program experiences developed to promote a collaborative multi stakeholder natural resource management community for the management of Rinjani's ecosystem. This effort utilized participatory action research, conflict resolution, and collaborative planning methodologies in an effort to build the necessary foundations for cooperation.

Initiated in 2003, the multi-stakeholder program shows that conflict resolution and collaborative planning methodologies can be used effectively in developing multi stakeholder agreements on ecosystem management. Developed in the political space created by new policies on regional autonomy, several other prerequisites were also necessary to establish multi-stakeholders cooperation, whether in conflict resolution or participatory planning. The program attempted to create those prerequisites, including a relative balance of power among the stakeholders. This balance was promoted, through participatory action research, which proved to be a mutually complementary methodology for fostering conflict resolution and effective ecosystem management.\*

## 2. Multi-stakeholder Approaches in Forestry Management

### ABSTRACT

# Multi-Stakeholders Processes in Indonesian Forestry Management: Solving Social and Political Constraints through Community Empowerment

Erwin Fahmi<sup>1</sup>

R. Yando Zakaria<sup>2</sup>

Multi-Stakeholders Processes (MSP) has widely been used as a means to solve problems of managing common-pool resources (CPR), particularly in the forestry sector in Indonesia in the last decade. Main promoters of the idea, particularly the World Bank and their local counterparts, have even been treating the concept as a *panacea* in curing various institutional problems.

Problems of forest land management in Indonesia, we would argue, are basically political in nature. In one hand, rights to manage parts of forest land, as manifested in various institutional arrangements, are to a large extent influenced by imbalanced power relations in the society. It is a political arena where all actors involved would utilize their political resources to gain better stake. On the other hand, MSP as decision-making processes tend to handle the issues more as social necessities and therefore avoiding power struggle.

Theoretical and empirical studies that inspired this paper indicate that MSP is merely a *minus malum*, even though it does not necessarily imply that MSP is not needed. In short, MSP is no more than a poor technique in conflict constellation and in right and authority claiming within a discourse which is highly affected by inequitable power-knowledge relationship.

The paper will elaborate the discussion on MSP's working model and suggest recommendation for future works on the subject.\*

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### 3. Ministry of Forestry Programming with UK Government

#### ABSTRACT

## Scoping Levels of Successful Policy Influencing for Recognition of Community-Based Forest Management Within The Ministry of Forestry: The Experience of Multi-Stakeholder Programme

Sutaryo S - Ministry of Forestry, Indonesia, Royo, N - DFID-MFP

Both at national and international levels, the Government of Indonesia have been facing powerful pressures to improve its' forestry resources management. While the national level struggles to balance conversion for extractive industries and plantations, with more intensified community involvement efforts so that the people can benefit from the resources, the international side calls for sustainable biodiversity and environment and timber certification. The decentralized governments on the other hand rely on local natural resource rents to raise revenue.

In early 1990's the Government of Indonesia (Ministry of Forestry) set out to implement various types of Community-based Forest Management (CBFM). This was further refined In 2000, when the Ministry of Forestry designed the Multi-stakeholder Forestry Program (MFP), collaboration with the UK Government which aims to promote pro-poor forestry policy change through multi-stakeholder dialogues.

Seventy-eight policy initiatives resulted during the last three-years of the MFP. The initiatives show various cases of decentralized forestry management. These guarantee that regional governments are to be considered as having the highest interest and importance for supporting community welfare, especially those whose livelihoods depend solely on forest resources. The regional governments are also obliged to build the capacities of its implementing agencies so that they can be more responsive towards the local social dynamics, as well as to empower the communities to collaborate better in managing the forest resources.

Within the government itself, there are three significant transformations in; behavior and orientation, institutional and administrative approaches and management practices. Nowadays, instead of acting as custodian, the government acts as facilitator for the communities. They treat themselves as managers instead of users; in participatory decision making processes, its biggest interest lies on natural

resources instead of national income. Institutionally, the administrative management has been more participatory, focusing more on micro working plan, and applying multi-stakeholder approach for conflict resolution. Management-wise, the institution has become more flexible, multi-purpose and multi-products oriented, and site-specific.

MFP-DFID supported programs influenced the transformation processes and involved cases of at least 200 partner institutions ranging from non-government organizations (regional, national and their international counterparts), community organizations, central, provincial and regional governments, to private sectors to individuals.\*

#### 4. Rights Based Approaches to Poverty in Forest Commons

##### ABSTRACT

### **Rights-Based Approaches for Addressing Poverty in The Forest Commons of Indonesia: Lessons from the Multistakeholder Forestry Programme (MFP)**

Tri Nugroho, Agus Justianto, Andik Hardiyanto

"In Indonesia, the number of poor people is 38 million or 16 percent. That's too much. Not to mention those who are half-poor. Therefore, we have to continually decrease the poverty figure" (President Susilo Bambang Yudhoyono)

Most forests commons in Indonesia that are legally classified as state-owned property are degraded, subject to conflicting claims, and in a spiral of declining productivity. Meanwhile one third of Indonesia's poor live precariously and depend on forest resources for their livelihoods. New and innovative approaches are urgently needed if the forest commons of Indonesia are to be conserved and revitalised, and managed in ways that are responsive to the needs of forest-dependent people.

This paper outlines lessons from the UK DFID/Indonesia Ministry of Forestry multi-stakeholder forestry programme (MFP) (2000-2007). The programme reflects a shift towards a more rights based approach for tackling poverty and promoting sustainable development among Indonesia's poorest forest constituencies. The major

focus entails efforts by forest stakeholders, including community-based organisations (CBOs) and NGOs, to secure indigenous and other local communities rights over forest management, and to link these efforts with policy-advocacy strategies involving government on local and national levels.

The paper begins by describing how MFP has worked with its partners to understand and more effectively address poverty and environmental injustice. It details how field-level evidence is being used to promote pro-poor policies as incentives for strengthening local community institutions and sustainable management of forest commons. These incentives include forest regulations to secure local community rights, prioritising rights to natural resources under the Ministry of Social Welfare's Poverty Reduction Strategy Paper (PRSP) (2005), and developing instruments based on forest certification and benefit sharing.

MFP's experiences highlight the importance of moving away from naive assumptions about community-based forest management, such as that local customs or NGO and donor-driven multi-stakeholder approaches are necessarily pro-poor. This includes changing the design of some CBFM initiatives, as well as amending or promulgating new regulations and policies at national and local government levels.\*