

## VIII. COMMUNITY FORESTRY

Community forestry in Indonesia thus faces profound challenges. A model of centrally-controlled 'scientific' forestry has favored the promotion of large-scale logging and timber processing. This has generated employment for hundreds of thousands of Indonesians, a trade worth several billion dollars, a substantial proportion of Indonesia's foreign exchange and brought enormous wealth to a few hundred tycoons. In the context of patrimonial political system dominated for over thirty years by dictator, this approach to forestry has also entrenched rent-seeking behaviors within the Forestry Department and contributed to Indonesia being considered one of the world's most corrupt countries. By the end of the 1990s, the forest department, which claimed jurisdiction over 70% of the country and nigh 90% of the 'outer islands', had expanded into a powerful institution with over 40,000 employees. Few of these have any training in community forestry. Those promoting an alternative approach to forestry, which gives priority to the needs, rights and livelihoods of local communities, thus face huge barriers, erected and defended by these vested interests in government, in parliament and in the private sector, all of whom benefit from the current regime. They also confront the mind-set of conventional 'scientific forestry' the training for which is largely science-based and deals only lightly with social issues.

A number of the legal and policy obstacles also stand in the way of community forestry, which also need to be mentioned.

### 8.1 Government policies towards forest dwellers

As noted, *adat*, a term that can be loosely glossed as 'custom', is a central concept in Indonesia. Respect for custom is enshrined in the Constitution and rhetorically endorsed in the Basic Agrarian Law. At the level of most rural communities, too, despite the imposition of repressive and uniform administrative systems since the 1960s, customary systems of ordering life are still widely respected, if not always observed. Especially in forested areas, custom still largely determines the allocation of rights to land and other resources, and customary systems of natural resource management remain vigorous in some places.

However, government policy towards forest-dwelling peoples has been determined largely by Javanese prejudices against shifting cultivators and a national project of cultural assimilation. Under this programme run by the Department for Social Affairs and also in parallel by Ministry of Forestry, communities referred to as 'isolated and alien tribes' are to be rapidly integrated into the process of national development. Central elements of the programme as applied in the 1970s-1990s included:

- a. Forced resettlement into centralized settlements.
- b. Promotion of 'modern', 'developed' communities.
- c. Fixed plot arable farming, preferably of rice.
- d. Elimination of shifting cultivation.
- e. Enforcement of monotheism and the destruction of 'animist' religious paraphernalia.
- f. Elimination of 'primitive thinking'.
- g. Elimination of collective dwellings and collective systems of owning or sharing goods and resources, including festivals

A slightly modified version of its programme continues today.

## **8.2 The government's community forestry program**

In the early 1990s, the Ministry of Forestry established a Directorate of Community Forestry, within the Directorate General of Land Rehabilitation and Social Forestry. Initial experiments with this approach were tried out on Java with mixed results. A Ministerial Decree (SK 699/1988) allowed a more developed approach to community forest management. By 1999, the tiny bureau of only 50 staff had managed to grant forest management leases to communities to a total area of about 92,000 hectares, mainly to encourage them to rehabilitate degraded dry forests in Nusa Tenggara and West Timor. These leaseholds are referred to as *hutan kemasyarakatan* (HKM - community forest). However, the legislation underpinning this programme became invalid in 1999 with passing of the new Forestry Act and Local Government Act, which devolved these decisions to the districts.

A revised decree (SK 31/2001) passed in 2001 allows district regents (*bupati*) to issue communities with usufructory leases to manage State forest lands

unencumbered by any other rights or concessions for periods of up to 25 years (though shorter leases are often given in practice). These leases, which are subject to the elaboration of management plans satisfactory to the district level forestry bureau, can be made definitive if the community incorporates as a cooperative, in accordance with the Cooperatives Act. Government statistics show that to date some 66,000 hectares have been parceled out to communities under the decree.

However, in June 2002 the whole community forestry system was again placed in doubt subsequent to the passing of GR 34/2002, which revokes the authority of district level administrators and regents (*bupati*) to allocate timber cutting rights. A revised Ministerial Decree is now required to provide a system for the allocation of community forestry permits.

The Directorate admits that this lease hold system is only a first step towards the devolution of forest management to communities but argues that it is a process that requires support. In general, the Directorate notes, the Ministry of Forests questions even the existence of customary communities and is unsure whether customary systems of forest management are strong or vigorous enough to deal with the current pressures on forests from the market and competing interests. It notes that the Ministry of Forests currently does not have a system for recognizing customary rights, nor has it passed any regulations to make this possible. The subject is still under discussion within the Ministry.

### **8.3 Decentralization**

The weakness of a highly centralized forestry department remote from local realities has been apparent for some time. In 1992 the Spatial Use Management Law passed the authority to zone and forests to the provinces although this contradicts both the 1967 and 1999 BFL. However, following the fall of Soeharto and in response to popular demands for reform, the government pushed through the Local Administration and legislatures of Indonesia's 300+ districts (*kabupaten*). The 1999 BFL also gives *bupati* the authority to issue one-year 100 hectare logging licenses. The results are chaotic. The logging licenses are far too short to promote prudent forest management and the result is a checkerboard of small logging permits being handed out. Many of these have

been placed on top of lands variously allocated by different jurisdictions to protected areas, existing or disputed logging concessions and customary community areas. In 2001, then the forestry ministry even announced that a law was being prepared which would authorize districts to hand out full size logging concessions. However, in a reversal of this policy in June 2002, the central government sought to bring a halt to the ensuing chaos by ending the right of *bupati* to hand out small-scale logging permits. Legal confusion now reigns about which piece of legislation has the full force of law. The tug-of-war for control of forests between the central Forestry Department and the districts has yet to reach a conclusion.

The implications of decentralization for community forestry are not yet clear. On the other hand, insofar as decision-making is brought nearer to the communities, they may be more able to push for land use decisions and rights allocations that accommodate their interests. On the other hand, district level forestry officials and bureaucracies, in general, have no experience or training in community forestry. It is not clear how the limited experience in community forestry developed in the central Directorate will or can be transferred to the regions.

## **8.4 Case study**

### **8.4.1 The optimal teak forest management (PHJO) in Madiun, East Java**

The Optimal Teak Forest Management that was applied in KPH Madiun as a pilot project concept can be applied in other production forest as well. Either the model or concept intended was consisted of objectives, planning procedures, and the way to arrange the silviculture system. The PHJO previously (in 1991) called Management Regime (MR) as the first period (1991 to 2000) program, whereas in Tangen, KPH Surakarta the MR was started in 1994. This program is cooperation between the Perum PERHUTANI with the Forestry Faculty, UGM and Prof. Hasanu Simon was the initiator and the chief of the project. The first period of PHJO was in 1991 to 2000 (Madiun). Within this period, the priority was the reforestation, the adequacy of fuel-wood, and the increase the people's income from the agriculture. Herewith, the planting pattern introduced were MR I to MR IV, which has some term viz. Plong-plongan - a space used by the people for growing agricultural plants - while the MR I to MR IV has their own different aims and size of products. For example, MR III aimed to increase the food and

fuel wood production without reduces the production of timber. Even if it is possible also to increase the timber production.

There were many obstacles during this period. People thinks that they worked only as workers and only getting the product of plong-plongan. Moreover, the contract between the people (KTH/Forest Farmer Group) has a limitation in time. The people were obliged to take care of and maintain the teak in their field along their work in plong-plongan. They have a right to get 100 % of the product from plong-plongan, get the incentive at the first planting and working tools. This first period was not yet maximal since the relation was not very *harmonic* between the people and PERHUTANI, while their demand of fuel wood was increased and increased.

In 2001, the PERHUTANI Board of Direction released the SK 136/2001 about the Forest Resources Management with the Society (PHBM), followed by SK 001/2002 about Product Share. Within the change of the policy, the PHJO continued the second period with different concept but still in accordance with the PHBM and Product share. Thus, the PHJO was staked as a forest management system which placing two stakeholders who has a parallel position in determining policy and operational activities.

PHJO system is a Cooperative Forest Management (CFM) or the Management of Forest with People contribution. In the CFM, people act no longer as worker, but as a partner also as a main actor together with Perum PERHUTANI. According to SK 001/2002, it is intended that people get some benefit of the teakwood selling. Thus, people get both benefits, besides the product of plong-plongan. The part of teakwood selling share for the people is up to 75% with some requirements, viz. The people has to do the cooperation with PERHUTANI as a group not an individual and the people only get the benefit in the form of money not wood (if they wanted the wood, they have to propose to the Board of Direction of PERHUTANI that is legalized by a notarize).

In Madiun, the second period of PHJO was started in the first of June 2002. There were 39 villages that have direct border to the forest in KPH Madiun and 19 villages in KPH Tangen, Surakarta. The Second Period of PHJO Phases viz.:

1. BMI (Bilateral Matching Institutions)

This refer to the achievements of understanding among stakeholders within new programs which were called a benefit share system so that every aspect support the cooperation. The BMI consisted of workshop in the regency level, subdistrict and village level, and extension for people and PERHUTANI employers that directly work with people.

2. Village Organizational Establishment (PKD)

PKD expected to get output of the establishment of groups, which in the future will be allowed to do a cooperation with PERHUTANI. The PKD program was a Pertemuan Musyawarah Desa (PMD) I to PMD III, resulted in the establishment of BP2W, MPSDH and in the third meeting people were able to get micro planning and determine right and obligation which will written in notarize deal.

3. Thinning

4. Research and Development

5. Publication

Releasing Serasah magazine every month containing PHJO programs.

6. Planning

Until this moment, the PHJO is still in the second phase (PKD and 70% of the people gladly accept this program and cooperate with PERHUTANI). The present obstacle is lack of communication between the people and PERHUTANI and the security. Interesting benefit and experience was when becoming a facilitator in organization establishment, because there were a very universal discussion about right and obligation, but still it is expected to refer to the PHBM and Benefit Share.

#### **8.4.2 The joint forestry management approach (PHBM) in Kuningan District, West Java**

PHBM owes much to pioneering work on community forestry by NGOs like Bina Swadaya, LATIN, Gita Pertiwi and ARUPA over the last ten years with Perhutani while it was state-owned forestry company. Civil society groups have urged Perhutani to adopt a multi-stakeholder forest management programme based on the principles that forest resources are assets which should be shared equitably and that forest villages are central to the management of forests. Increasingly,

they press the case for management systems based on community practices and draw attention to the persistence of traditional respect for forest, even on Java.

Progress has been so slow, due to resistance within Pergutani and the Forestry Department to the concept of community forestry, that many NGOs doubt the extent of official commitment. For example, Perhutani's term for community forestry refers to 'joint management' not 'community-based management'. Conveniently, the Indonesian acronym PHBM can stand for either. Yet, there is world of difference-conceptually and practically-between a forest management scheme devised by industry and government which allows the community to play some minor role and one in which local people are the primary actors and the beneficiaries. More radical NGOs and academics are critical that joint forest management does not address tenurial issues and question whether a Perhutani-style scheme could work outside Java.

A pilot PHBM project was set up by Perhutani and Kuningan District government with concern of the local community. Around one third of this part of west Java (35.000 ha) is classified as state forest, but in the last 3 years, some 8.000 ha have been stripped of trees. In the government's eyes this is illegal logging and has caused serious confrontations with forest dwellers. There are also concerns about increased sedimentation in local rivers. The Indonesian forest NGO LATIN mediated an agreement which was officially sanctioned by a district head's decree in July 2000.

The next step is for the district assembly to pass a local regulation (Perda) to strengthen the legal basis of the model of joint forest management. LATIN is pressing for this legislation to give the local community an equal say planning and managing forest resources and sharing in the profits. Villagers see this as a means to reclaim their forests from Perhutani, whereas the local government considers it as another step towards genuine regional autonomy.

PT Perhutani signed an agreement with a local forest farmer group in December 2001. This lays down rights and responsibilities and commits both parties (and the village head) to stick to the principles and rules of joint forest management agreed by Cileuya village forum, to draw up all plans for monitoring, evaluation,

supervision and security together, and to share the inputs and outputs of the scheme. Meanwhile, West Java provincial administration assumed full control of the region's forests from PT. Perhutani by passing a local regulation in late 2001. Frustrated by the lack of progress with PT. Perhutani over community forestry plans, Kuningan council has plans to take over that particular unit of forest and form a local authority company (BUMD). The Kuningan Bupati has urged West Java's governor to ask President Megawati to allow the district to assume control.

#### **8.4.3 Case PHBM KPH Kuningan, West Java: The sharing form in community based forest management with agroforestry system**

The purpose of this research are to know the feasibility of the sharing form, to find the sharing form which can afford the raising of forest quality and local society welfare, and to identify factors which influence PT. Perhutani and local society from the sharing form that used.

This research carrying out in Cileuya village, Cimahi subdistrict, Kuningan regency, for a month. To take sample as a respondent, it was used systematic sampling with random Start. The data was collected by doing interview with respondents, field observation or by studying literatures. Then, data was processed in tabulation form used financial approach. The data was analyzed by descriptive method with see the feasibility of partnership scheme project which the indicators of the feasibility project had been tested by using financial approach that is NPV, BCR, and IRR.

The sharing form which used by PT. Perhutani and local society who lives surrounding the forest was 20% : 80%. The mechanism of the sharing was for the primary plants that are super teak, PT. Perhutani get 80%, while the society get 20%. For bananas, petai and mango tree, PT. Perhutani get 20% while the society get 80%. To see how the sharing form of the partnership is feasible and fair enough to be used, it was used financial analysis, with tested the feasibility of the project indicators is NPV, BCR, and IRR.

Feasible tested to sharing form of 25% : 75% and 30% : 70% was done to get much better and more fair sharing. Compare to all of the sharing form that had

been tested by financial analysis, we can say that the sharing form of 25% : 75% was the most feasible one to be used than others.

#### **8.4.4 Agroforest dammar/*repong damar* in Krui, Lampung, Sumatera**

The Krui agroforests in West Lampung, Sumatera, are a landmark in the recognition of indigenous (*adat*) rights by the Indonesian government. This was the first forest land in Indonesia to be designated a Special Purposes Area (*Kawasan dengan Tujuan Istimewa, KdTI*, later renamed *Kawasan untuk Tujuan Khusus, KuTK*).

The Pesisir Krui have lived in the hilly coastal region of west Lampung since at least the 14<sup>th</sup> century. Their livelihood is largely dependent on the commercially valuable fragrant resin (*dammar*) and timber of meranti trees (*Shorea javanica*). The indigenous inhabitants of fifty or so villages plant and tend these trees - along with rattan, coffee, cloves and fruit trees - to form a traditionally managed mixed forest ecosystem, known as *wanatani repong damar*. This agroforest supports the community in many ways: it is a source of fuelwood, fish, bushmeat and traditional medicines - for their own use and occasional sale. Some areas are set aside as permanent rice fields. This ecosystem extends over 50,000 ha along a long, narrow strip of land between Bukit Barisan national Park (established during the Dutch colonial period) and the coastal plain.

Most of the Pesisir Krui's *adat* land was designated 'state forest' and had been allocated for logging in early 1970s. The forestry minister granted the timber company Bina Lestari a logging concession covering 52,000 ha along the western edge of the National Park in 1981. Bina Lestari limited its operations mainly to the southern part of its concession to avoid conflict with local communities and the Park authorities. The following decade, the forestry authorities divided the Krui forests into three categories: most became Limited Production Forest, since the terrain is too steep for normal logging; some of the steepest slopes and summits were designated Protection Forest; and part could be cleared and used for agriculture.

Until the local government approved the new land use zoning in 1991 and demarcation began, these areas were only lines on a map. The amount of forest

which could be logged was latter reduced from 44,120 ha to 33,000 ha. The 7,800 ha of Conversion Forest, located in the most southerly part of the Pesisir Krui's lands, was allocated to an oil palm plantation (PT. Karya Canggih Mandiri Utama) and another private company in 1994. The state forestry company Inhutani V was made responsible for forest rehabilitation in parts of the former logging concession.

Logging and plantations threatened to destroy the dammar forest and the Krui's whole way of life. The local community pressed the authorities to recognize their customary rights and the value of their traditional management system in maintaining forest cover. In this, they had the support of local and national NGOs and national and international forest researchers. Advocacy became more urgent during the 1990s, when companies used the oil palm boom as a pretext to apply for plantation land as a means of getting their hands on Krui's valuable timber.

One of the tactics of civil society groups and reform-minded individuals within the forestry establishment to protect the Pesisir Krui's agroforests was to nominate the indigenous community for the Kalpataru prize. This prestigious national award is presented annually by the environment minister to individuals for outstanding contributions to upholding or improving the quality of Indonesia's environment. In 1997, Jadri Junaidi, a customary leader and head of a Krui clan, was awarded the Kalpataru on behalf of the whole community.

The Kalpataru award helped to convince forestry officials and the local authorities that the Krui's lands were agroforests, not natural forest; that these were economically productive forests and local incomes would suffer if the area became oil palm plantation; and that local communities could manage their own forest resources. But the dilemma for the forestry minister was that recognition of the Pesisir Krui's customary rights would open the floodgates and demands would pour in from othe indigenous communities whose lands were classified as 'state forest'. Land reform was not on the Suharto regime's agenda. Djamaluddin's solution (one of his last acts as forestry minister) was to issue a draft decree (which later became SK 49/1988) giving special status to 29,000 ha of the Krui agroforest.

The Krui case has been widely promoted within Indonesia and internationally as a positive example of both community-based forest management and civil society groups efforts to effect policy change. Yet it is unique in several ways and is arguably of limited value more generally in Indonesia as a model for sustainable forest management and community activism.

- 1) There is good evidence from the community, backed by scientific research, that the Krui planted their tree crops long before the state forest was gazetted. So there could be no dispute that this was 'virgin' forest, subject to shifting cultivation.
- 2) Land is owned individually and managed by families belonging to certain clans, unlike many indigenous communities where traditional tenure is a complex mosaic including communal land.
- 3) Lampung is close to Java. The Krui agroforests are accessible to forest researchers (and forestry ministers) and community leaders can easily travel to Jakarta to lobby politicians and officials or to gain support from national NGOs.

The Krui story is not all good news. Initially, many of the indigenous community were delighted that their agroforest had been recognized and some of it given protective status, even though it was still classified as state forest. But, before long, the majority rejected the 'special status' compromised and - like many other indigenous groups in Indonesia - demanded recognition of their customary tenure rights over the whole of heir lands. In practice, the *KdTI/KuTK* status means little because none of the rules needed for full implementation have ever been issued. Few other forest peoples have even attempted to gain Special Purpose Area status for their *adat* land.

Clearing forest for plantations was banned in Lampung even before the national moratorium on forest conversion came into force and the immediate threat of oil palm plantation encroachment on Krui land has been reduced. But the abolition of the Conversion Forest category has brought a new problem. The majority of that forest has now been reallocated to Limited Production (i.e. commercial logging). Meanwhile, local people cannot re-establish agroforest in the remainder: that has become Protection Forest, although it includes a former village. The Pesisir Krui proposes a radical change in the way the government

has classified their forest lands. The Limited Production, Protection and Special Status forest categories would be replaced by two types of forest: *hutan marga* or clan forest, where people can live and work; and *hutan pusaka* or protection forest i.e. Bukit Barisan National Park.

Certainly change is needed. In the Post-Suharto era, internal disputes within the Pesisir Krui community have become more evident. Pressure on forest land for *repong damar* has given rise to inter-clan rivalries. These could, ultimately, be as great a threat to the traditional forest management system as appropriation of their lands by the state or private sector. Staff from national and local NGOs, researchers from the International Centre for Agroforestry and the University of Lampung and local government representatives are currently investigating these problems and attempting to establish some means of resolving conflicts.

#### 8.4.5 Financial analysis of agroforest dammar (*Shorea javanica*)/*Repong Damar* in Krui, Lampung, Sumatera

The properness of *Repong Damar* program accounted using 3 indicators: Benefit Cost Ratio (BCR), Pay Back Period and Break Even Point.

Type and value of expenses in the *Repong Damar* sequential system performed in detail in Table 8.1. An expense cost consists of employment cost, seedling cost and equipment. The cost for workers was the highest among those three. This showed that *Repong Damar* is worked still traditionally. The component of expenses was performed in diagram of Figure 8.1 as well.

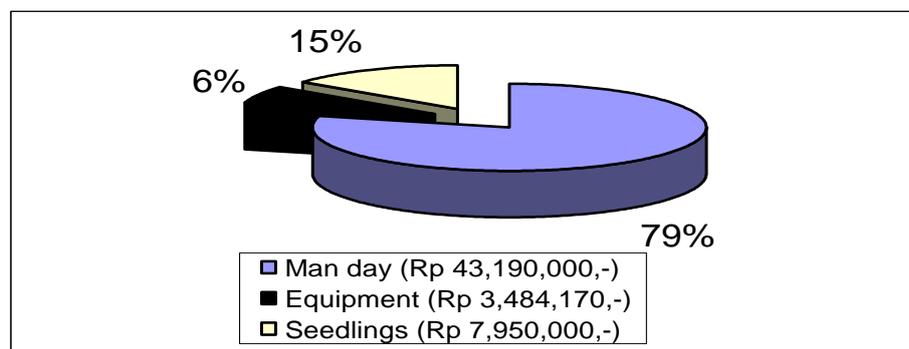


Figure 8.2 The component of expenses in the *Repong Damar*

Table 8.1 Type and Value of Expenses in the *Repong Damar*

No.	Types of Expenses	Expenses value (Rp/ha/year)	Time of Expense (the year of)
1	Man day (Land Clearing)	260,000	0
2	Equipment (Bebalang, grinder, hoe, long knife)	176,890	0, 5, 10, 15, 20, 25, 30, 35, 40, 45, 50
3	Man day (Planting, Maintenance)	3,640,000	1
4	Paddy seedling	6,000	1
5	Vegetable/Dry crops seedling	120,000	1
6	Man day (Planting, Maintenance)	790,000	2
7	Coffee and Pepper seedling	550,000	2
8	Man day (Planting, Maintenance)	200,000	3
9	Agathis Seedling	204,000	3
10	Durian Seedling	277,000	3
11	Lansek Seedling	400,000	3
12	Pungent odored bean (petai) seedling	400,000	3
13	The Pithecolobium (jengkol) seedling	400,000	3
14	Man day (Planting, Maintenance)	2,060,000	4 - 15
15	Agathis seedling	119,000	4 - 50
16	Man day (Planting, Maintenance)	260,000	16 - 22
17	Man day (Planting, Maintenance)	420,000	23 - 50
18	Equipment (ambon)	48,667	23 - 50
19	Equipment (pole, tambilung)	29,284	23, 28, 33, 38, 43, 48

Figure 8.2 showed a description of sum of income earned by the farmer in *Repong Damar*. The sum of income earned every time in that sequential system was from many kinds of product of *repong damar* management system, which is a unseparated unity.

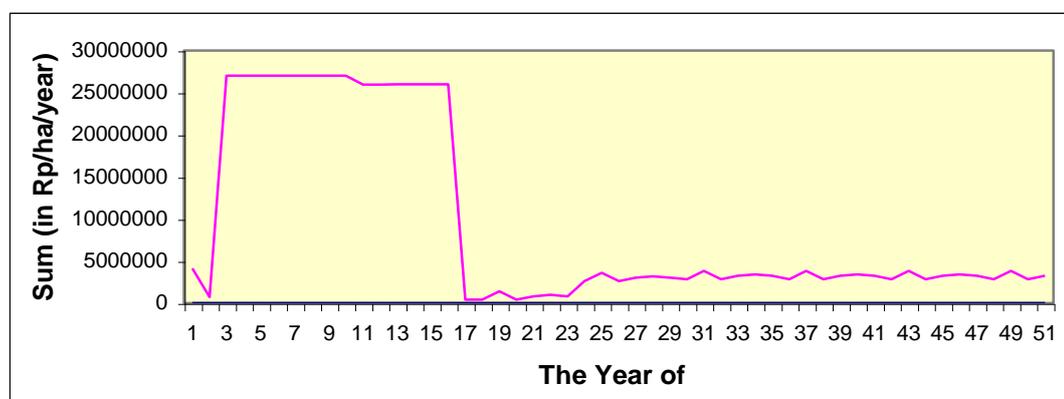


Figure 8.2. The Income in the *Repong Damar* Sequential System

Table 8.2 The Income Value of Some Commodity in the *Repong Damar* Sequential System and the Returning Range

No.	Type of Commodity	Income Value (Rp/ha/year)	Income Returning Time (year)
1	Dry Crops	3,390,000	1
2	Driced Paddy	720,000	1-2
3	Coffee	1,440,000	4-8
4	Pepper	25,590,000	4-15
5	Fuel Wood	290,324	9-50
6	Pungent odored bean/petai	88,286	9-28
7	The pitchelobium bean	9,286	11-28
8	Others	9,658	16-50
9	Laseh Fruits	412,693	18, 20, 22, ..., 50
10	Durian	579,372	18, 21, 24, ..., 48
11	Agathis sap/kopal	2,214,934	23-50
12	Wood	325,802	29-50

Note: The Laseh Fruit/duku is harvested every 2 year and every 3 year for Durian

The properness evaluation using the interest rate of 12% resulted in BCR value of 7.41, the 4<sup>th</sup> year Payback period and BEP in the 3<sup>rd</sup> year. The 7.41 BCR showed the benefit achieved in 50 years of this *Repong Damar* Management System will be 7.41 times from the cost expensed. The Payback Period in the 3,104 means it takes 3,104 years to return the infestation money. While, BEP as an indicator of impasse point between the expense and income in *Repong Damar* management, this BEP value achieved in the 4<sup>th</sup> year, means that all expense will be covered by the annual income in the 4<sup>th</sup> year.

The above Properness indicator comprised that the *Repong Damar* management is financially proper. This very proper activities caused by the small financial capital. The biggest expense was for the employers, while the cost for production means were very low. The maintenance activity was not intensive so that the cost expenses also low. Besides that, most of workers were from the member of family.

The description above concludes that the sequential system in *repong damar* development was economically very beneficial, especially for the farmer, which the continues and sustainable income.

#### **8.4.6 Community based forest management in Wonosobo, Central Java**

The case of Wonosobo is unusual because it is an experiment in how policy change can bring about changes in the field. Here local legislation (Perda) is being used as a tool to settle long-standing local disputes over forest management. It also shows how an alliance of local parties has tried to wrest power over resources from central control. This is only the first step - it only applies to one district and remains to be seen how it works in practice. If successful, the Wonosobo model could provide inspiration for other communities.

Wonosobo is a rural district in Central Java, close to the mountainous Dieng plateau. Much of its 18,896 ha of state forest is designated Protection Forest as the hilly uplands are the watershed for several major rivers. Like all other state forest/plantation on Java, this land was controlled by the state-owned forestry company Perum Perhutani. Local people resented the fact that 'state forest' had provided little direct benefit to them over many decades, not least because Perhutani's centralized bureaucratic structure and its tight restrictions on access to forest land.

The introduction of regional autonomy and privatization of state forestry in Java presented new opportunities. Supported by district authorities, local people argued that state forest represents a resource which could improve families' welfare and generate funding for development in Wonosobo, if only it were managed by communities and the local government. They have a point: the people of Wonosobo district already manage more tree-covered land than the local Perhutani unit - over 19,000 ha by 1997 - 1998. This 'community forest' is mostly *Paraserianthes falcataria* plantations. These trees are fast-growing, easy to grow and provide wood for fuel and household construction plus foliage which can be used to feed livestock or make compost. In contrast, the 'state forest' largely comprised older, semi-naturalized plantations of pine, teak and remnants of natural forest. Teak only reaches maturity after 30 years, but has a much higher commercial value.

Very little community forest in Wonosobo has been affected by timber raids, even though adjacent state forests have been hard hit by large-scale illegal logging since late 1998. Forestry office data states that nearly 3,500 ha of Perhutani

forest had been cleared by mid - 2000, mostly in operations organized and carried out by outsiders. But field reports suggest that well over half the 'state forest' has been severely damaged or destroyed. Local people feel no responsibility to protect Perhutani plantations and many will participate in the timber raids. Even so, they recognize the value of local forested areas for protecting watersheds regulating water supplies for irrigated rice cultivation. Sedimentation of local reservoirs and - every rainy season - flooding and landslides are important local issues.

Elements of traditional forest management still persist in some parts of Java, despite centuries of colonial administration, the conversion of most lowland forest for agriculture and establishment of plantation. The Javanese term 'wono', incorporated into the names of many villages and towns, can mean forest, paddy fields or orchards since the same land is used to grow trees, rice and other agricultural crops - sometimes in rotation, sometimes by intercropping.

Co-operation between local NGOs and district authorities has resulted in a new local regulation for Wonosobo, *Perda 22/2001* on Community Based Forest Resource management is the culmination of several years of consultations and negotiations between various stakeholders. Wonosobo officials insist that this is a genuine attempt to implement more democratic, equitable resource use and not simply a means of increasing revenues for a hard-pressed local government in a very poor part of Java.

The Yogya - based NGO, ARUPA, carried out an investigation into the raids on state forest land in the Wonosobo area. ARUPA (an acronym roughly translating as the Volunteers' Alliance for Saving Nature) was founded in 1998 as an action committee to promote reform of policy and practice in natural resource management and tenure. Many of its members are students from the Forestry Faculty of Gadjah Mada University who gained some understanding of conflicts over local resources through the practical work in Perhutani forests and plantations as part of their courses. Consequently conflict resolution and sustainable, fair, democratic resource management are high on their agenda. ARUPA has been actively promoting community based forest management for the past three years, through publications in Javanese for local farmers and a

joint forest management pilot project in Randublatung with Perhutani. The Wonosobo local assembly (*DPRD*), also concerned about escalating conflicts over state forests in its administrative area and protests from local communities about erosion problems, were impressed by ARUPA's report and invited them to discuss possible solutions. Early meetings proved so constructive that, by August 2000, informal discussions had extended to become a multi-stakeholder forum involving Perhutani and local forestry officials, security forces, community representatives and other groups, including forest farmers. One major sticking point was that the state forestry company wanted to maintain its authority and clung onto the monopoly over commercial forestry operations on Java granted to it by Jakarta. Local assembly representatives (*Komisi B DPRD*) continued to explore other alternatives with ARUPA and Yayasan Koling, a local NGO, including joint visits to disputed forest areas within the district. Eventually, they decided to make the most of regional autonomy powers to pass new legislation on community based forest management.

With expert staff from Gadjah Mada University, ARUPA drafted a local regulation which was presented to Perhutani and local communities through a formal hearing of the local assembly in November 2000. This was followed by a series of open meetings chaired by the forest forum, FKKM, attended by forest farmers, local government, forestry officials, the press, NGOs and forestry academics. These provided information on how local autonomy was working in different sectors, opinions on the legal basis of forest management and evidence on community based forest management from other countries, thus providing legitimacy and strengthening support for the proposed legislation. At the same time, members of the group revisited the villages they had studied to discuss the draft regulation. Such meetings generated broad-based discussion and greater understanding of actual conditions and the potential for change within the Wonosobo district.

An initiative to set up a local government-controlled forestry company was rejected in favor of a second attempt to create a community-based system. A new drafting team representing all parties was chosen and set about further consultations. Unfortunately, local communities were more prepared to participate than Perhutani, which only sent low-ranking officials to meetings.

By early 2001, the multi-party Wonosobo Forest Forum (FKPPH) was up and running. Its first move was urge Perhutani and forest farmers alike to observe a six- month moratorium on logging and forest farming from March to September 2001 so that dialogue could take place. Once again, Perhutani opted out, but other Forum members proceeded to go from village to village encouraging communities to support this initiative and discuss other ways to protect local forests. The final version of the regulation was drawn up by the team and, after consultations, was passed in October 2001. The next stage is participatory mapping to identify suitable pilot areas. To date the system has only been tested on private land, not state or communal forest.

The central element of Perda 22/2001 is that forest formerly controlled by Perhutani will become 'district forest' under a community based forest management system. The local regulation covers the roles and responsibilities of the local government, farmers' group, NGOs and district administrator. It lays down what is meant by community based forest management and the practicalities of how it will operate, including how the extent of the 'district forest' will be agreed; how forest farmers group are to be set up; how the management system will be monitored and evaluated. Participation and partnership are important elements in all stages of this process. Agreements between forest farmers and the local government (here represented by the local forestry office) are for an initial 6 year period, renewable to a maximum of 30 years.

Will Perda Wonosobo 22/2001 prove workable or will it need to be revised in the light of experience? Will he newly privatize Perhutani hand over what remains of state forests in the Wonosobo area to become a 'district forest'? Will all parties in Wonosobo be able to work together to draw up forest management plans which are genuinely community based? Will communities in all parts of Wonosobo - mountains and lowlands - participate? Will there be any tangible results within the initial trial period? Will corrupt local officials size this opportunity to sell off land formerly classified as 'state forest'? It is far too early to speculate, but some civil society groups and academics are optimistic and many parties will be following developments in Wonosobo.

#### **8.4.7 Case PHBM at Klamong Village, KPH Saradan, East Java**

When the PHBM was announced for the first time by Perum PERHUTANI, *iles-iles* or porang was immediately chosen. *Iles-iles* is a kind of tuber plant, which grows wild in the forest. The scientific name of the plant is *Amorphophallus oncophyllus* is now becoming an important export commodity from East Java at least in KPH Saradan, The Regency of Madiun after porang were cultivated by the villagers of Desa Klamong, sub district Saradan.

Everyone who loves to eat Konyaku must be familiar with Desa Klamong as the producer of porang. Porang is the main substance to make Konyaku, the special Japanese dishes. Porang lead the way for the farmer to gain benefit from the foreign currency. The forest in KPH Saradan was free from plundering since porang only able to live under the shade.

By the Forest Farmer Group (KTH) 'Rino Kartiko', the villagers of Desa Klamong cultivated porang in PERHUTANI areas. Since 1999 until 2001, the planting areas of Porang reach 615 ha with 557 farmers. Since the demand from Japan still increased, started in 2002 the planting areas will be enlarged that the farmer will be increase also.

The contribution of KPH Saradan to the farmers of Desa Klamong in 2001 only from Porang can reach 1,09 Billion Rupiah, 1,216 Billion Rupiah from Corn, and 179 million Rupiah from other agricultural plants (turmeric, ginger, kedawung, joho, and wild ginger). The total number earned was 2,4 Billion Rupiah. The price of porang in the form of dry slice was 800 Rupiah per kg. Each hectare can be harvested every three months and contribute 6,4 million Rupiah for each farmer for every harvest.

PERHUTANI views the feedback of the people was much more valuable than the price of Dollar or Rupiah earned, which is the secures of the forest. Obviously, if directed correctly, the demand of people and forest can work along together.

The forest area of Desa Klamong was 1361,8 ha. Most of it was the first class teak forest area. No one interested in stealing the teakwood inside the forest since they need them to cultivate porang- their source of livelihood. However, for them, cultivate the porang was much more interesting than plundering teak.

Porang or Iles-iles or ileus in the future might become a primadona not only for the people of Desa Klangon, Sub District Saradan, Regency of Madiun, East Java but also might be for forest in West Java. Above all, porang has their own way of breeding. In the end of leaves stalk, matak or bubil are available as the source of cultivation. That organ at the right time, will fall on the ground and become a new plants. The farmers can take them and breed them easily. The demands of Porang still high. The buyers already queue to get them, many Japanese restaurants that scattered everywhere need porang. And the most important is that with porang, the sustainability of forest, especially teak forest will be maintained.