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ENCOURAGING THE IMPROVEMENT OF FOREST GOVERNANCE WITH FOREST MANAGEMENT UNIT-BASED

A Case Study: in KPHL Bukit Barisan, KPHL Unit Aceh 1, and KPHP Keerom

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Introduction

Forest Management Unit (FMU) is the spearhead of forest management at the site level in the Republic of Indonesia. Conceptually, the presence of FMU replaces the portion of forest management from forest administrator to forest manager. Thus, it is expected to be able to solve the problems that have been collided among actors (society, country, company). For example, the overlapping permits cases and social conflicts. FMU, in its context as the mandate of Act No. 41 of 1999 regarding the Forestry, should be able to provide legal protection for anyone, including protect the indigenous people who have lived and utilize the forest areas long before the concept of forest management existed.

The process of FMU development has experienced several obstacles in the past decade. For example, the establishment of FMU areas in each province divided forest areas into FMU areas that were not fully accepted by society. A portrait of the review results by FWI in 5 provinces showed that the stagnant of FMU development started from the boundaries arrangement process, which tended to fulfill the administrative needs only. The community legitimacy often became the other side that was accidentally missed, so it became a past burden for FMU that was needed to be resolved first. Until 2014, since the release of Act No. 23 of 2014 regarding the Regional Government, it was effectively implemented in last 2016, which ordered to retract all forest management authorities by FMU to the Province Government. Behind the difficulty in the process of personnel delegation, funding, facilities and infrastructures, and documents (P3D) that caused slow of FMU institution establishment in each province, it caused a vacuum in forest management and even the termination of field staff due to the Province Government inability to pay contract workers¹. Since the chaotic process of FMU development after the implementation of Act No. 23 of 2014 regarding the Regional government was passed. At least in early 2017, the FMU institution began to be re-established by the Governor in each province with the management area that had merger and separation.

In the book entitled *Panduan Penilaian Kinerja Pembangunan dan Pelaksanaan Pengelolaan Hutan di Wilayah KPH versi 2.0*, there are 9 criteria, 28 indicators, and 62 quality elements². It explains the important factor of forest management that should be internalized in every plan and realization of forest development and management in the FMU areas that is held by the Government or Regional Government.

Consider the importance of FMU in forest management in Indonesia, at least at

¹Sebanyak 120 Karyawan KPHL Unit XXX Hutan Lindung Sungai Wan-Das Manggar Kali Mantan Timur diberhentikan pasca pelimpahan kewenangan ke Pemerintah Provinsi Kalimantan Timur.

²Kriteria dalam tools FWI 2.0: Kemantapan Kawasan, Tata Hutan, Kelembagaan, Rencana Kelola, Relasi Pemerintahan dan Regulasi, Mekanisme Investasi, Hak dan Akses Kelola Masyarakat, Rehabilitasi, dan Perlindungan Hutan, dan Penanganan Konflik. The book can be downloaded on <http://fwi.or.id/publikasi/panduan-penilaian-kinerja-dan-pengelolaan-hutan-di-wilayah-kph-versi-2-0/>.

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2015 until 2019, FWI has conducted the assessment in the performance of FMU development in 8 FMU areas. Three of them are the FMU that the management portrait is discussed in this publication³, which is the KPHL Bukit Barisan of West Sumatera, KPHL Unit I Aceh, and FMU Keerom Papua. The three FMUs are considered to have unique characteristics from the regional aspects, social-economic conditions, institutions, governmental authorities, and community's social-economy conditions.

Situations of KPH Study

KPHL Bukit Barisan of West Sumatera

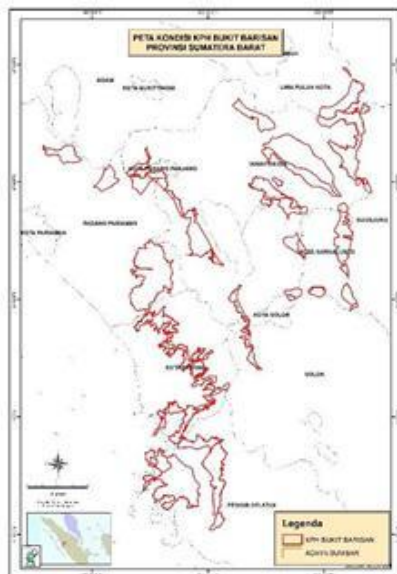


Figure 1. Map Area of KPHL Bukit Barisan

Area of KPHL Bukit Barisan in West Sumatera was officially considered by the Government through the Ministry of Forestry Decree No. 866 of 2013 regarding the Determination of Bukit Barisan Model KPHL Area (Unit IV) in the West Sumatera Province. Organization of KPHL Bukit Barisan with other 9 FMU Organizations were considered through the Governor Regulations No. 75 of 2017 regarding the Organization and Regional Technical Implementation Unit of the Forestry Service in West Sumatera Province. Administratively, the scope of FMU area management is distributed on 9 districts/cities in West Sumatera Province, with the total area reached 86,511 hectares⁴. However, from the results of the final boundaries arrangement, the FMU areas are reduced to be 80,327 hectares⁵.

Based on the area function, FMU Bukit Baris is dominated by 81 percent of the protection function, and the rest is a production function. Referring to the analysis results by FWI in 2017, FMU Bukit Barisan had a forest cover area of 33,807 hectares or about 2.11 percent of the forest areas in West Sumatera Province. Deforestation areas in the FMU area in 2013-2017 was recorded at 1,026 hectares or about 1.39 percent of the deforestation areas in West Sumatera Province.

West Sumatera Provincial Policy

West Sumatera Provincial Government has released the policy related to the land arrangement, including the natural resource contained to protect the indigenous people's rights according to the Minangkabau customary law. The purpose of land arrangement (customary land) and its utilization is to protect the customary land according to the Minangkabau customary law and take advantage of land, including the natural resources for life sustainability and life from generation to generation, and uninterrupted between customary law community and the territory concerned. In the West Sumatera Provincial Regulations No. 6 of 2008 regarding the Customary Land and its Utilization, it explained the main principle of customary land, which was permanent according to the Minangkabau customary philosophy '*jua ndak makan bali, gadai ndak makan sando*' (customary land in Minangkabau may not be traded and pawned). Customary land is considered to have the principle to be utilized by the most significant interest of indigenous people, fairness, responsibility according to the customary philosophy of '*Adat Basandi Syara' Syara' Basandi Kitabullah*' (according to Islamic sharia and the book of Allah). Indigenous people in West Sumatera Province has 2 types of customary rights that are possession rights and the right to ownership of land with the natural resources contained, which are controlled collectively. Utilization of customary land by other parties

³Hasil publikasi pada 5 KPH lainnya dapat diunduh di website: <http://fwi.or.id/publikasi/kinerja-pembangunan-kph-sebagai-ujung-tombak-pengelolaan-hutan-indonesia/> dan <http://fwi.or.id/publikasi/pembangunan-kph-langkah-kecil-menuju-perbaikan-t-ata-kelola-hutan-di-indonesia/>.

⁴SK.No.866/Menhut-II/2013.

⁵RPHJP KPHL Bukit Barisan 2015-2014.

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those who are not members of indigenous people concerned can be conducted by the principle of mutual benefits and sharing the risk with the principle of '*adat diisi limbago dituang*' (doing something according to the customs used) through the deliberation.

KPHL Unit I Aceh



Figure 2. Area Map of KPHL Unit 1 Aceh

Area of KPHL Unit I Aceh was officially determined in 2014 based on the Decree of the Ministry of Forestry No. SK.932/ Menhut-II/2014 on December 31, 2014, regarding the Area Determination of Protection Forest Management Unit (KPHL) and Production Forest Management Unit (KPHP) in Aceh Province. There are 6 units of KPHL areas that divide the forest areas in Aceh Province⁶. One of them is the Area of KPHL Unit I Aceh, which includes the Drainage Basin Groups; Krueng Aceh, Krueng Baroo, Krueng Sabee, Krueng Teunom, Alue Setui, and Alue Raya with approximately 571,921 hectares. Institutionally, the FMU Unit Aceh was determined according to the Governor Regulations No. 20 of 2013 with 5 units of other Forest Management Unit and 1 unit of Grand Forest Park in Aceh Province.

KPHL Area Unit I Aceh has a strategic position in supporting life support systems. The area of KPHL Unit I Aceh in 2016 had adjustment through the Map of Forest and Water Area in Aceh Province in the attachment to the Decree of Ministry of Environment and Forestry No. SK.859/MENLHK/SETJEN/PLA.2/2016 to an area of 566,843.68 hectares, which consisted of Protected Forest around

376,487.07 hectares (66.42%); Limited Production Forest of 80,725.74 hectares (14.24%); Production Forest of 109,630.87 hectares (19.34%)⁷.

Aceh Provincial Policy

Based on the provisions on Act No. 11 of 2006 regarding the Aceh Government, the Aceh Government had the authority to manage the natural resources of forest sectors in Aceh, and had the authority to provide conversion permits of Forest Areas, also permits related to the forest management and utilization. The release of Qanun Aceh (local regulations) No. 7 of 2016 regarding the Aceh Forestry explained that Aceh forest management was held according to the specialty of Aceh. It was intended: to obtained optimal advantage and sustainably multipurpose by the guarantee of stability and boundaries of forest areas; optimizing various forest functions, including the conservation functions, protection functions, and production function in balance and sustainably; improving the carrying capacity of drainage basin (DAS) for continuous development; improving ability and capacity of community empowerment in participative and environmentally friendly; optimizing the distribution of forest benefits, which was fair and sustainable. Thus, the Aceh government has the authority to organize and manage forestry government affairs in Aceh Province, except under the authority of the Central Government. Besides that, Aceh Government also has the authority to organize and manage everything related to Forestry, Forest Areas, and Forest Products, including the planning of the designation and determination of certain areas as Forest Areas or Forest Areas as not Forest Areas. The Aceh Government also has the authority to manage and establish the legal relationship between people with forest and manage the legal action about forestry. Aceh government divides the forest status into State Forest, Private Forest, and Customary Forest.

⁶Draft RPHJP KPHL Unit I Aceh.

⁷Draft RPHJP KPHL Unit I Aceh.

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KPHP Keerom Papua



Based on the Decree of Ministry of Forestry No. SK. 481/Menhut-II/2009 on August 18, 2009, regarding the KPHP and KPHL Area Determination in Papua Province were about 18,180,201 hectares, with 31 units KPHP about 10,776,722 hectares and 25 units KPHL about 7,403,479 hectares⁸. KPHP Keerom (FMU Register XXIX) was one of the FMU that was determined by the Ministry of Forestry as the FMU model in Papua Province through the Decree of the Ministry of Forestry No. SK. 828/Menhut-II/2013 on November 19, 2013, with the area of 173,456 hectares, which consisted of Protected Forest with approximately 49,092 hectares, Production Forest with approximately 29,633 hectares, Limited Production Forest with approximately

94,731 hectares⁹. The institutional of KPHP Model

Keerom was determined by the Keerom Regent Regulations No. 10 of 2012 on November 26, 2012, regarding the Organization and Working Procedures Establishment of Regional Technical Implementation Unit-Production Forest Management Unit (UPTD-KPHP) on Keerom Plantation and Forestry Service.

The area of KPHP Model Keerom has a strategic position in the ecological, economic, and social aspects of society. The area of KPHP Model Keerom covers the Drainage Basin areas (DAS) of Grime, DAS Nawa, and DAS Tami, with the category of DAS Priority II. The entire area of KPHP Model Keerom includes in the administration of Keerom Regency Government and in six areas of District administrative government that are Skanto District, Arso District, Wris District, East Arso District, Manem District, and West Arso District. Keerom Regency to the east is directly adjacent to the Papua New Guinea Country.

Government Policies of Papua Province

Since the enactment of the Act of the Republic of Indonesia No. 21 of 2001 regarding the Special Autonomy For Papua Province, the state and people of Indonesia recognized, respected, and appreciated the Papua indigenous people's rights to the natural resources, including the forest resources contained. Papua Provincial Government has released the Special Regional Regulations for Papua Province No. 21 of 2008 regarding the Sustainable Forest Management in Papua Province, which managed (1) the alignment and empowerment of indigenous people, (2) the establishment of forest management unit, (3) boundaries, principles, criteria, and indicators of sustainable forest management, (4) licensing, (5) forest planning, (6) forest management institution, (7) distribution and processing of forest products, (8) forestry revenue sharing, (9) supervision and control, (10) dispute resolution, (11) sanctions. The regional policies explained related to the indigenous people's rights in Papua Province who have rights to the natural forest according to the boundaries of their respective customary territories. The Regional Government has a role in organizing the management and utilization of natural forests by protecting indigenous people's rights.

⁸http://kph.menlhk.go.id/index.php?option=com_content&view=article&id=312:kphp-keerom&catid=142:papua&Itemid=411.

⁹https://kph.or.id/index.php?pgid=kph_new_profile&tag=detail&kph_id=103&ref=2124ce02f47d68a2c02ff588e219c12d.

Development Performance in Three Provinces

The implementation of forest management at the site level by FMU is mostly in the development process stage, and not much has reached the operational stage. Generally, in three FMU areas still leave things/tasks that should be finished as the requirements for FMU operational, such as Regional Certainty, Forest Management, Definitive Institutional, FMU Management Plan, and work mechanism or Standard Operational Procedure (SOP). Although administratively, the designation of FMU areas has been legalized, such as in West Sumatera in 2013, Aceh in 2014, Papua in 2009, but the definitive institution was established in 2017.

Regional Stability

The arrangement of forest boundaries in FMU areas has not been completed until 100 percent. In the KPHP Keerom areas in Papua Province, the boundaries arrangement have not been implemented at all. The problems from the uncertainty of FMU area boundaries at the site level are the number of claims or rights over state areas. However, behind the impasse of efforts to complete the area boundaries arrangement, FMU has tricks and right strategies to reduce debate in the forest area or non-area. For example, several programs are encouraged as community empowerment through rehabilitation and conservation, inventory of potential forest sources with society, inventory of environment service for ecotourism, and other programs. Although regionally, the FMU areas do not obtain legitimacy from society, institutionally, FMU was recognized as an extension of the state at the site level.

Forest Management

Forest inventory is the scientific information base that should be managed by FMU as the base for decision making in the management, including the block distribution. The inventory results that are conducted by the Forest Area Stabilization Unit (BPKH) in each province are not delivered back to the stakeholders. Participation in inventory activities is also low. KPHL Bukit Barisan of West Sumatera takes the initiative by having a re-inventory involving the local community in the locations that tended to have conflict. It is the auto-critical to the forest inventory administrator because of less attention to the scope of the study and community participation.

Institutional

The FMU institution was re-established after the implementation of Act No. 23 of 2014, precisely in 2017, the institution of KPHL Bukit Barisan and KPHP Keerom were determined. Meanwhile, in the KPHL Unit I Aceh, the institution is not disturbed because it includes cross regency/city area under the authority of the Provincial Government. The FMU is projected to be an institution that can contribute to the regional income, so there are discourses to make the FMU from Regional Technical Implementation Unit (UPTD) to be Regional Public Service Agency (BLUD). Other problems in the FMU institution are related to the quality and quantity of the human resources in facing the management challenge. The assumption that FMU is nothing more than a farmer group is an irony that contradicts with the authority and burden given. In the forest protection cases, FMU is very dependent on the Bhakti Rimbawan. Meanwhile, the volunteers' status has obscurity because there is a diversion of budget allocations from the forest control and forest protection control to the Directorate General of Climate Change (Dirjen PPI) and Directorate General of Law Enforcement by the Ministry of Environment and Forestry (Dirjen Gakkum KLHK).

Management Plan

Document of Long-Term Forest Management Plan (RPHJP) until the validation stage has many process sequences until revisions in many years. That condition causes the uncertainty of the program that will be conducted every year by FMU. Although the Local Government has the authority in the forestry and forest management, neither the Department of Environment and Forestry (DLHK) or the Governor have not been given the authority to approve the document of RHJP FMU.

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Government Relations and Regulations

The consequences of FMU as the unit under the DLHK Province are that several programs are accommodated into the regional development plans (RPJMD), so from the budget side also have uncertainty. FMU programs are attached in DLHK structure areas in the form of activities. Regional policies in each province showed the regional government authority in the budgeting, especially in the forestry (Aceh), Cooperation and Partnership (West Sumatera), and forest management (Papua).

Investment Mechanism

FMU has not had the completeness of organizations and programs or person appointed to conduct socialization/promotion to attract investment. FMU also had not had the investment (financing, profit sharing, Risk Analysis, and Security Assurance) mechanism for investors to use the part of areas legally. Nevertheless, FMU is requested to be independent, so the FMU development in the future is transformed into the Regional Public Service Agency (BLUD). The regional government, in this case is FMU, implements the forestry mandate at the site level because it has authority in the distribution equalization of forest benefits and forest areas, also the permits' arrangement.

Community Management Rights and Access

The central intervention in the acceleration of target achievement for Social Forestry and Environmental Cooperation that is predicted by the KLHK does not empower FMUs, even though FMU is the spearhead of forest management. Unfortunately, there is not much mandate and authority given, such as the Social Forestry (PS) programs in the Keerom Districts, which are implemented independently by the KLHK without involving FMU as a whole (planning, implementation, verification, and determination). In fact, the role and institution of FMU are aimed to guarantee rights and access for the wider community, but in reality, the utilization is not in accordance with what has been mandated in Qanun Aceh and Special Regional Regulations (Perdasus) Papua.

Management Implementation

FMU institutions take many roles in the execution of management implementation within the FMU areas, such as forest rehabilitation, conservation, security, and protection. However, FMU still has no authority over the budget allocation, both Regional Revenue and Expenditure Budget (APBD) or State Budget (APBN). Thus, ongoing forest management is only incidental, which should be programmatic. The management budget comes from the APBN through the Protected Forest and Watershed Management Office (BPDAS-HL) and Production Forest Management Agency (BPHP). Meanwhile, the source of APBD depends on the budgeting of the Provincial Environment and Forestry Service. Through the regional policy, the FMU should implement the management, especially in the budgeting of activities as regulated in the policy of Qanun Aceh and Perdasus Papua, but it has not been implemented yet.

Conflict Handling

There is no FMU with a conflict handling mechanism, either in the institutional structures, budget allocations, or human sources that were pointed to handle the conflict. Conflict handling in the FMU areas is handled incidentally, not included in the scheme of work program or roadmap of conflict handling. However, technically in the field, there are many ways which at times are faced with bad social conditions anytime even though this has often been done by the FMU. As KPHL Bukit Barisan conducted, the conflict handling incidentally is handled by the Section Chief of Directorate General of Natural Resources and Ecosystem Conservation (KSDAE) in the KPHL Bukit Barisan. Meanwhile, in the KPHP Keerom, the conflict handling in the field depends on the voluntary of Bhakti Rimbawan (KLHK program), which prioritizes the indigenous Papua ethnicity. In the KPHL Unit I Aceh, the conflict handling is handled by the field staff in charge of cooperation. Based on the regional government policy, only Perdasus Papua manages specifically the conflict handling or dispute resolution in the forestry sectors. In the Regional Regulations (Perda) of Nagari (a division of administrative areas after districts) and Customary Land only regulated the general mechanism of conflict handling through deliberation. Meanwhile, in the Aceh, the handling or forestry or agrarian conflicts were regulated in

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Regional regulations (Perda) separately. The three Perdas mentioned above have not been empowered by FMU.

Table 1. Assessment Criteria Aspects in 3 FMU Areas.

Criteria Aspects	Findings and Problems	Actors who Play Role	Regional Policies
Area Stability	Three FMU areas were not completely finished with the boundaries arrangement. KPHP Keerom Papua has not conducted the boundaries arrangement at all.	BPKH has authority on budgeting and the implementation of boundaries arrangement. The source of the budget comes from APBN.	West Sumatera: Not regulated specifically the boundaries arrangement Aceh: Boundaries arrangement are budgeted by the Aceh Government, and it is conducted by the related agency Papua: Regional Government facilitates the boundaries arrangement activities and area mapping that are determined by the Governor. The boundaries arrangement of Indigenous People in Forest Area is implemented by the indigenous people.
Forest Management	FMU is necessary to conduct a re-inventory area for more detail and updated results. It is caused by the weak involvement of FMU in mastery of information in the results of the inventory areas.	BPKH has authority on Budgeting and the implementation of area inventory. The source of a budget comes from the APBN.	West Sumatera: Not regulated specifically the Forest Management Aceh: Forest Inventory is budgeted and implemented by Aceh Government Papua: Regional Government, in this case is FMU, has services on the forest management and license holder management
Institutional	After UU23/2014 was implemented, there were structure and form changes of FMU institution at the province level. FMU was re-established in 2017. Except the Aceh Province is determined in 2013.	Governor in each province. Forestry Affairs include those drawn to Provincial Government. Previously was still on Regional Government.	West Sumatera: Not regulated specifically the FMU institution Aceh: Aceh Government has the authority to establish the FMU as the Implementing Technical Work Unit of Aceh Apparatus and as BLUD that is held government affairs in the forestry sectors Papua: Governor or Regional Government in Papua Province determine the FMU institution
Management Plan	The involvement of FMU in the preparation of RPHJP (Long-Term Forest Management Plan) documents was very minimal. KPHL Bukit Barisan submits revisions because of incompatibility allocation. RPHJP is implemented by the third party	UPT BPHP (Technical Implementation Unit Production Forest Management Forest) (for KPHP) and UPT BPDASH (for KPHL) have authority in budgeting and the implementation of documents preparation. Source of the budget from APBN. LSM FFI (Non-Governmental Organization of Fauna and Flora International) also facilitates the RPHJP for KPHL Unit I Aceh.	West Sumatera: Not regulated specifically the forestry planning Aceh: Aceh Government has the authority to arrange the management plan documents for the forestry planning Papua: FMU arranges the plan Management

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<p>Government Relation and Regulation</p>	<p>Several programs/FMU activities are internalized into RPJMD (Regional Medium-Term Development Plan) documents to obtain budget certainty (APBD). FMU activities are accommodated into programs in the sector of Provincial DLHK. The existence of regulations regulate the cooperation and partnership by the West Sumatera Governor</p>	<p>Regional Government attempt to encourage the accelerated development and FMU operationalization. Bappeda (Regional Development Planning Agency) attempts to internalize FMU programs to RPJMD. DLHK Province accommodated FMU activities into the DLHK Province program during the transition period after UU23/2014. UPT BPHP, BPDSHL, and BPKH distributed funds for the facilities and infrastructure assistance, rehabilitation program, and Bhakti Rimbawan energy.</p>	<p>West Sumatera: Not regulated specifically the FMU programs</p> <p>Aceh: Aceh Government has the authority to organize and manage the government affairs in the forestry sectors, except that it becomes the authority of the Central Government.</p> <p>Papua: Regional Government and FMU</p>
<p>Investment Mechanism</p>	<p>Although it is encouraged for independent, structurally, there is no FMU that has an investment mechanism. The improvement of investment programs is also not supported financially by DLHK Province. Rattan is a potency in West Sumatera, Potential Wood in Papua, and Potential Environment Service in KPHL Unit I Aceh.</p>	<p>FMU Institution and DLHK Province arranged the investment mechanism. Regional Government is required to release policies that support the improvement of investment and acceleration of BLUD.</p>	<p>West Sumatera: Indigenous People through KAN (National Committee on Accreditation) has a mechanism of license arrangement</p> <p>Aceh: Governor has the authority to give permits after getting a recommendation from the Agency. Aceh Government protects and maintains the investment world, and optimizes forest benefits distribution with fairness and sustainability.</p> <p>Papua: Governor released cooperation and business permit mechanisms for the community, and FMU arranged the license implementation</p>
<p>Community Rights and Access Management</p>	<p>There is space allocation for the community in each FMU area in the form of cooperation, cooperative, partnership, and social forestry. FMU is not involved in making PIAPS (Indicative Map for Social Forestry Areas).</p>	<p>The role of CSO and Directorate General PSKL KLHK (Social Forestry and Environmental Partnerships - Ministry of Environment and Forestry) but it is not through coordination of FMU.</p>	<p>West Sumatera: It was regulated through the scheme of Nagari Customary Density (KAN)</p> <p>Aceh: Agency through Forest Management can have the cooperation of forest management of utilization/collection of forest products with other parties</p> <p>Papua: Regional Government and FMU guarantee the rights and access for Papua's indigenous people towards forest and forest areas</p>

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Management Implementation	<p>The main source of the budget in RHL activities (Forest and Land Rehabilitation) and forest protection comes from APBN through the central unit (UPT BPDASHL and BPHP. FMU does not make submissions of RHL target (area). Target is determined by central unit UPT. FMU obtains help from Bhakti Rimbawan to implement the program.</p>	<p>UPT BPHP (for KPHP) and UPT BPDASHL (for KPHL) have authority on budgeting and the implementation of RHL and forest protection. The source of the budget comes from APBN. FMU is as a planning executor unit.</p>	<p>West Sumatera: KAN and Nagari Government have the authority to implement the management</p> <p>Aceh: Aceh Government has the authority to have rehabilitation and forest protection</p> <p>Papua: FMU has rehabilitation and Forest Protection. Indigenous people were involved in the forest security.</p>
Conflict Handling	<p>There is no Human Resource and conflict handling mechanism in the FMU structure. There is no support budget for conflict handling of DLHK. Practically, conflict handling is handed over to Kasi KSFAE FMU and the Head of FMU.</p>	<p>Head and staff ranks of FMU are empowered incidentally. Aceh Government has released Qanun Aceh regarding Conflict Handling.</p>	<p>West Sumatera: Dispute Handling is conducted by KAN</p> <p>Aceh: Aceh Government has the authority to resolve the tenure conflicts by giving limited license or management cooperation. Governor has the authority to release the regulations regarding conflict handling.</p> <p>Papua: Regional Government facilitate the dispute resolution</p>

EFFECTIVENESS OF FMU OPERATIONS

FWI tried to investigate the impact of operations on three FMUs as the effectiveness of FMU performance. In this case, FWI investigated two important issues through the time approach before and after operational FMU. Thus, it can be one of the benchmarks whether there are changes or not as the impact of policy in managing the forest at the site level by FMU, the two issues are: the change of forest cover and Recognition of Community Rights and Access.

The Change of Forest Cover

In 2009, the area that did not have forest cover in every FMU area was KPHL Bukit Barisan of 51 thousand hectares, KPHL Unit I Aceh of 109 thousand hectares, and KPHP Keerom Papua of 836 hectares. From 2009 until 2013, the deforestation or loss of forest cover in every FMU area was 1,131 hectares in KPHL Bukit Barisan, 7,445 hectares in KPHL Unit I Aceh, and 1,412 in KPHP Keerom Papua. It was seen from the deforestation value, for 4 years, the KPHL Unit I Aceh had the highest deforestation of around **1,861 hectares per year**, KPHP Keerom of **353 hectares per year**, and KPHL Bukit Barisan of **283 hectares per year**. It caused the remaining forest cover in every FMU area was about 34 thousand hectares in KPHL Bukit Barisan, about 453 thousand hectares in KPHL Unit I Aceh, and about 171 thousand hectares in KPHP Keerom Papua.

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Table 2. The conditions of forest cover and deforestation in the period before the operation in three FMU areas (hectares)

Name of FMU	Not Forest 2009	Deforestation 2009 – 2013	Forest Cover 2013	Area of FMU
Bukit Barisan	51,323	1,131	34,832	87,287
Unit I Aceh	109,370	7,445	453,718	570,533
Keerom	836	1,412	171,342	173,590

On the conditions after FMU operates (2013 - 2017), the area that did not have forest cover in every FMU area was KPHL Bukit Barisan of 52 thousand hectares, KPHL Unit I Aceh of 116 thousand hectares, and KPHP Keerom Papua of 2,248 hectares. Meanwhile, the deforestation that occurred in every FMU area from 2013 to 2017 was 1,026 hectares in KPHL Bukit Barisan (**256,5 Ha/year**), 2,252 hectares in KPHL Unit I Aceh (**563 Ha/year**), and 660 hectares in KPHP Keerom Papua (**165 Ha/year**). Therefore, in every FMU area in 2017 left forest about 33 thousand hectares for KPHL Bukit Barisan, about 451 thousand hectares for KPHL Unit I Aceh, and about 170 thousand hectares for KPHP Keerom Papua.

Table 3. The Conditions of Forest Cover and Deforestation in the Period After Operation in Three FMU Areas (hectares)

Name of FMU	Not Forest 2013	Deforestation 2013 - 2017	Forest Cover 2017	Area of FMU
Bukit Barisan	52,455	1,026	33,807	87,287
Unit I Aceh	116,815	2,252	451,466	570,533
Keerom	2,248	660	170,682	173,590

The comparison of conditions in two periods before and after FMU operation or an interval of 4 years, it generally has decreased of deforestation value in every FMU area. After the FMU operation, there was a decrease in the deforestation rate per year. In KPHL Bukit Barisan has occurred the decrease of deforestation rate of 26,5 hectares per year. Then, the highest decrease of deforestation rate has occurred in KPHL Unit I Aceh of 1,298 hectares per year. The decrease of deforestation rate also has occurred in KPHP Keerom of 188 hectares per year.

FMU activities that are conducted and impact on the decrease of deforestation

The attempt to encourage the decrease of deforestation in FMU areas could be seen from the completeness of the institutional structure and activity programs, such as;

KPHL Bukit Barisan

KPHL Bukit Barisan, both structurally and programmatically, has an attempt to reduce the deforestation rate in the FMU area. Structurally, every attempt of forest management through forest protection and conservation are included in the section of Natural Resources and Ecosystem Conservation (KSDAE). Programmatically, the attempt to decrease the deforestation rate was conducted through many programs and activities, such as forest security, a joint forest inventory, and inventory of potential in Non-Timber Forest Products (NTFPs). KPHL Bukit Barisan has its own trick to suppress deforestation at the site level by involving the perpetrators of forest destruction in the FMU activities focused and intensively. The society was asked to protect the forest by having an in-depth investigation about the economic potential that can be developed to be joint flagship products between FMU and society. The product that was agreed to be the flagship product of KPHL Bukit Barisan is Manau rattan. The head of KPHL Bukit Barisan acted directly to promote the Manau rattan to the prospective buyers until Cirebon West Java. Gradually, people's awareness began to grow and change their way of seeing forests. The process of community involvement in introducing the economic potential of non-timber forest products, including in environmental service, is considered successful in decreasing the deforestation rate at the site level.

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KPHL Unit I Aceh

The attempt to decrease the deforestation at the site level that was conducted in KPHL Unit I Aceh was conducted through annual FMU structures and programs. Structurally, FMU is equipped by the section of Technical Guidance and Forest Protection (PTPH), in which one of their duty and functions is to have forest security and patrols. Programs or activities of forest security were conducted according to the budgeting from the Environment and Forestry Service of Aceh Province. KPHL Unit I Aceh attempts to encourage the decrease of deforestation rate by establishing community cooperation, one of which is directly involved as the perpetrator of forest destruction. Those activities were carried out following the directions in the forest area utilization and management program of Direktorat PSKL KLHK (Directorate General of Social Forestry and Environmental Partnership - The Ministry of Environment and Forestry) by prioritizing the establishment of FMU and social forestry partnership as the alternative channels. The community activities of FMU partner in Gampong (village level) were tasked by guarding the entrance and exit of the illegal logging route, also helping the rehabilitation program of critical land.

KPHP Keerom

The attempt to decrease the deforestation at the site level that is conducted by KPHP Keerom is through the programs or activities of areas rehabilitation and conservation. Social culture generally cannot entirely accept the FMU concept, especially because of the boundaries arrangement that has not been conducted in the KPHP Keerom. This had an impact on the lack of legitimacy of the Papuan towards the existence of FMUs. The majority of Papuans still rejected every program that was brought to the site level, except for the current program in the form of seed procurement activities for the rehabilitation and conservation of the areas. At least through the program of areas, rehabilitation and conservation can minimize wood utilization from the natural forest of FMU areas.

Recognition of Community Rights and Access

Before the FMU operational during the analysis period of 2009 until 2013, there was no recognition of the rights and access for indigenous people in three FMU areas. In fact, community recognition is an important part that cannot be separated from Indonesia's forest governance. The recognition of community rights and access to forest management was the mandate of Act No. 41 of 1999 regarding Forestry. However, the dynamics of forest management at the site level conceptually slightly lifted after the determination of FMU areas in Indonesia as the attempt to divide the forest management unit. Therefore, it was followed by the establishment of the FMU institution in each area.

The data collected by FWI until 2017 stated that three FMU areas showed positive changes. During the analysis period of 2013 until 2017, after the operational FMU, the number of license holders for the community through the social forestry scheme began to exist. There were at least 4 (four) license in the KPHL Bukit Barisan and 1 (one) license in the KPHL Unit I Aceh (Table). It was a good achievement when compared to the period before operational FMU. In the future, the FMU institution must be strengthened in expanding the recognition of rights and access for the community to manage and utilize the forest products (timber and non-timber) legally and legitimated.

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Table 4. The license given to the community in the Social Forestry scheme until 2017

Name of FMU	License Holder	Social Forestry	Legal Basis	Manager's Information
Bukit Barisan	Nagari Batipuah Baruah	HD	SK.6664/MENLHK-PSKL/PKPS/PSL.0/12/2017	LPHD (Village Forest Management Institution) Batipuah Baruah
	KTH PADANG JANIAH	HKM	SK.2051/Menlhk-PSKL/PKPS/PSL.0/4/2017	
	KTH SIKAYAN BALUMUIK	HKM	SK.3880/Menlhk-PSKL/PKPS/PSL.0/7/2017	
	KTH AGROFORESTRY ARO	HKM	SK.6924/MENLHK-PSKL/PKPS/PSL.0/12/2017	
Unit I Aceh	Gampong Blang Sukon	HD	SK.3329/Menlhk-PSKL/PKPS/PSL.0/5/2017	LPHD Pinto Rimba
Keerom	-	-	-	-

FMU Activities that were conducted and had an impact on the recognition of community rights/access

KPHL Bukit Barisan

KPHL Bukit Barisan attempts to encourage the community managed areas (WKM) by opening access for the community around the areas. Programs that were encouraged were partnership and establishment of community groups (forest farmer groups) of FMU partners. One of the bases that become the narrative of success in KPHL Bukit Barisan was the establishment of Mandeh Forest Farmer Groups in the South Pesisir Regency of West Sumatera Province. Forest Farmer Groups (KTH) Mandeh were provided easy access to the area utilization, especially the non-timber forest products in the form of Manau rattan to be developed as the commodity with economic value. Besides that, KTH Mandeh was given the flexibility to develop the tourism potential in the coast and small islands with community-based. However, on the other hand, although many community management areas in the KPHL Bukit Barisan have been determined by the ministry, such as Social Forestry, unfortunately, the FMU involvement as the stakeholders have not been optimal due to the limited sources and the FMU areas.

KPHL Unit I Aceh

In decreasing the land overlapping, FMU has conducted activities to encourage the recognition of rights and access for community groups. FMU has the role as the partner of community groups that want to manage/utilize the forest according to the area function. The activities were conducted through cooperation with community groups to increase public participation in forest management. FMU has the role of assisting the community groups or business entities that utilize the forest area, collaboration in the area development, partner coaching, and monitoring and evaluating the implementation of area utilization and forestry business. Partnerships that have been established with community groups or business entities are in the Aceh Besar, Aceh Jaya, and Pidie. Some cooperations or partnerships established are the Utilization of Environmental Services in Kuta Malaka; NTFPs Partnership of Rattan in Lhoknga; Community Forest (HKm) in Lhoong; Partnership with Jekoni Cooperative in Sabet Lamno; NTFPs Management with CV DH Kluang Jaya in Sampoiniet; NTFPs Partnership with Transportation Cooperative in Monmata Calang; HKm Aneuk Glee in Jaboi Sabang village.

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KPHP Keerom

The KPHP Keerom performance in decreasing the land overlapping is not widely recorded. FMU was still burdened by the boundaries arrangement problems in the past, which have not been implemented. Based on the note conducted in the field, the KPHP Keerom activities to encourage the decreasing of land overlapping was by providing field verification assistance of Sawanawa Village Forest in Keerom Regency with Directorate of Social Forestry and Environmental Partnerships. The project is the funding from the center (KLHK), so it is only involved at the end of the process. Besides that, other activities related to the strengthening of recognition in the Sawanawa Village Forest were Village Forest landscape mapping using a drone with Wahana Tanpa Awak of the FWI team.

CLOSING

The implementation of forest management at the site level is a necessity that must be conducted immediately. The burden of managing forest resources in the past, which until now has not been resolved, demands FMU to work extraordinary. In the different dimension, at the same time, FMU must face the phenomenon of asymmetric information at the provincial level that makes the level of acceptance and support for the presence of FMU in the area become very varied.

The results of the study show that the presence of FMU at the site level has gradually shown its existence in decreasing various problems faced in forest resource management in the area. However, this situation is still far from the expectation that demands the FMU to work smartly, quickly, efficiently, and effectively to maintain the forest resource management.

The varying level of acceptance, the dynamics of parties who are still based on the partial support (central and regional dichotomy), and the resource and operational capacity that is considered still very limited become the dominant inhibiting factor in realizing effective forest management as mandated for FMU.

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