

Building Collaboration Forest Management: A Preliminary Result

Technical Report No. 2

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Abstracts

This paper describes a preliminary result of participatory action-research (PAR) approach used in the ITTO project at Grand Forest Park Sultan Thaha Syaifuddin, Jambi. This PAR aims to unravel problems in the Grand Forest Park management by building collaborative forest management. The main issues, stakeholders and their interests have been identified. Moreover, mutual understanding and commitment have been achieved. In the next time, the project will facilitates multi stakeholders dialogues, discussions or workshops to formulate organization structure, responsibilities, role, mutual benefit and risk as well as management operational plan.

Key words: *collaborative, forest management, stakeholders*

Introduction

Forest resources particularly in all developing countries have been continually degraded and deforested. Some factors have been identified as the causes of forests destruction i.e mismanagement by large scale forestry companies, bad forest policies, and conflict over forest resources among stakeholders. Furthermore, local or indigenous community marginalization and poverty has inevitably emerged (see among others Buckles, 1999; Poffenberger, 1999; and Fonseca, 2005). Buckles and Rusnak (1999) stated that conflict over natural resources such as land, water, and forest is ubiquitous.

In Indonesia, conflict over forest resources between big companies, government and local or indigenous community has occurred in some production forests, conservation forests, and protection forests, and their consequences are forests destruction and forests degradation (see Fisher et al., 1999; Nuh and Collins, 2001; Suharjito, 2001; Sakai, 2002). For instance, some cases of conflict over forest conservation areas has happened in Nusa Tenggara i.e. in Gunung Mutis Nature Reserve (West Timor), Wanggameti Protected Nature Reserve (East Sumba), Rinjani National Park (West Lombok), Riung Nature Reserve (Flores), Ruteng Recreation Forest (Flores), Tambora Nature Reserve (Sumbawa), Bangkat Protected Forest (Sumbawa). As result, the forest conservation areas have been degraded. The same problem has occurred in Grand Forest Park Sultan Thaha Syaifuddin (Tahura Senami), Jambi.

Some organizations (government, NGOs, universities, and donors) have launched programs or projects as efforts to overcome conflict over natural resources in numerous and various contexts. Collaboration approach has been chosen by some organizations as model of natural resources conflict management. This paper describes the preliminary result of participatory action-research (PAR) approach used in the ITTO project at Tahura Senami. This PAR aimed at searching a way out of “tangled yarn” in the forest management through building collaborative forest management. In action-research methodology, we have also opportunity to test and develop theories and methodologies of collaborative sustainable forest management.

Theoretical Framework

Lessons learned from many case studies of natural resources conflict management may be used for the Tahura Senami case. Collaborative forest management approach is a way out of problems that has been considered to be implemented in the Tahura Senami. Collaborative forest management is recommended by some researchers, practitioners, and environmental activists. Referring to Poffenberger (1999), collaborative forest management deals with combining goals and authority, particularly sharing authority and power among government and local community, to achieve sustainable forest management. It covers a wide range of authority distribution from some government authority to some community authority (see Figure 1). Different mode of authority distribution among partners causes different responsibility, rights, risk, and benefit.

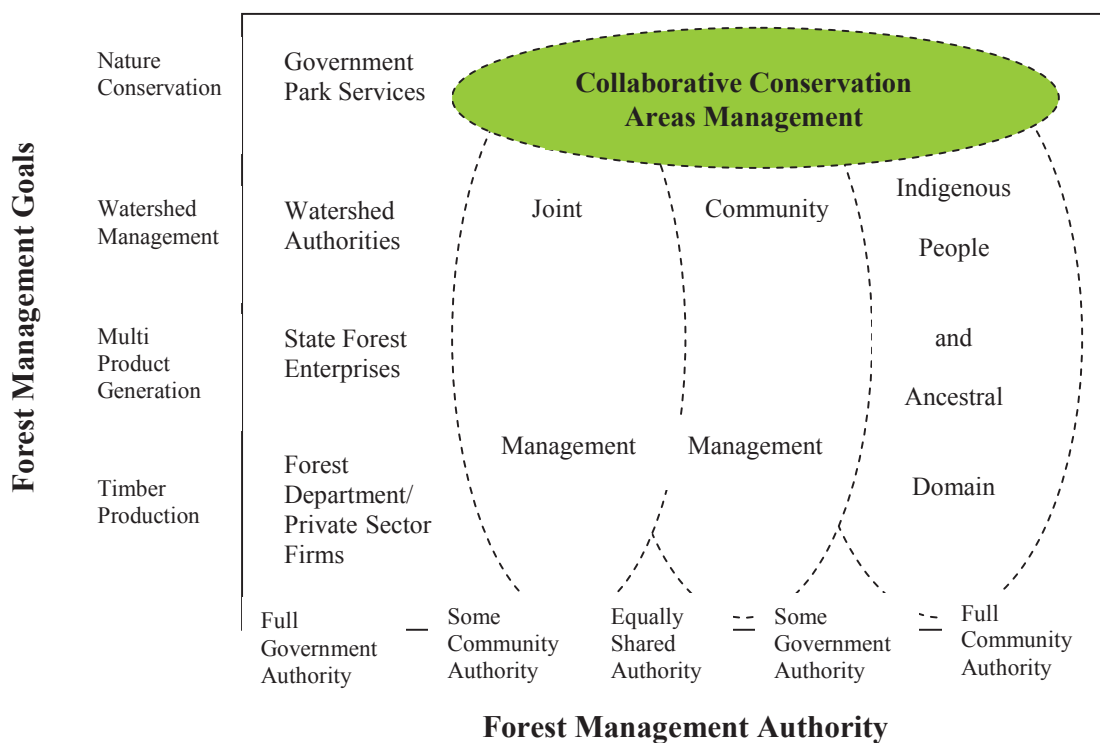


Figure 1. The Broad Spectrum of Ways in which Communities interface with Government Management Strategies and the Varying Levels of Authority (Cited from Poffenberger, 1999).

In different point of view, Mattessich et.al. (2001) defined collaboration as a mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals. The relationship includes a commitment to mutual relationships and goals; jointly developed structure responsibility; mutual authority and accountability for success; and sharing of resources and rewards. What is mode of relationship among stakeholders? Whose role, who do what, who get what? Referring to this definition, individual and organizations joining collaboration, their interest, and their goals

respectively should be identified and negotiated; responsibility, role, rights, benefit, and risk should be defined and shared among partners or members in equity and equality basis.

Although government and local community are the main stakeholders of public forest resources, however other stakeholders should be involved in decision making processes. Who is a stakeholder? Röling and Wagemakers (eds) offer a definition, stakeholders are natural resource users and managers. According to Meffe et.al. (2002), under an ecosystem management concept of expanded inclusiveness, a stakeholder is anyone who has an interest in the topic at hand and wishes to participate in decision making. Based on stakeholder' interest, Meffe made categories of stakeholder as follow:

- (1) People who live, work, play, or worship in or near an ecosystem. People whose individual lives and well-being are directly connected to an ecosystem are the most obvious stakeholders;
- (2) People interested in the resource, its users, its use, or its non-use. Some people (both who live near and who do not live near the resource) and national and local NGOs are interested in total protection of a resource for its intrinsic value or ecosystem function. Forest has various ecosystem function such as a commodity (timber, grazing, hunting and fishing) or as an amenity (hiking, boating, photography), and other values in the resource: therapeutic recreation, spiritual inspiration, or solitude;
- (3) People interested in the processes used to make decisions. Their interest is based on the belief that the right decisions will be made only if the right process is used;
- (4) People who pay the bills: taxpayers, hunting and fishing license buyers;
- (5) People who represent citizens or are legally responsible for public resources: elected and appointed officials and agency staff members who have the legal authority to protect, preserve, and enhance natural resources.

Richards et.al. (2003) propose a broad classification of participatory forestry management stakeholders i.e.:

- (1) Local forest users or forest dependent communities whose main concerns are to improve family welfare and livelihood security;
- (2) Forest clearers whose interest is in the land under the trees rather than the forest itself; they may be itinerant 'slash and burn', colonist or more settled commercial farmers;
- (3) The forest industry and other external commercial interests in the forest;
- (4) The state forestry service or Forestry Department (FD) with its traditional concerns of the recovery of the 'forest rent', control of access and use of forests, forest productivity and, more recently, environmental and biodiversity protection;
- (5) The 'national interest', composed of a combination of economic, social, political and environmental concerns, some of which may be represented by the FD;
- (6) Donors and civil society pressure groups, who are assumed to represent the 'global interest', dominated by environmental concerns but increasingly concerned with welfare impacts.

Essential elements of collaboration are as follow (Mattessich et.al., 2001):

- (1) Vision and relationships: commitment of the organizations and their leaders is fully behind their representatives; common, new mission and goals are created; one or more projects are undertaken for longer term results;
- (2) Structure, responsibilities, and communication: new organizational structure and/or clearly defined and interrelated roles that constitute a formal division of labor are created; more comprehensive planning is required that includes developing joint strategies and measuring success in term of impact on the needs of those served; beyond communication roles and channels for interaction, many “levels” of communication are created as clear information is a keystone of success;
- (3) Authority and accountability: authority is determined by the collaboration to balance ownership by the individual organizations with expediency to accomplish purpose; leadership is dispersed, and control is shared and mutual; equal risk is shared by all organizations in the collaboration;
- (4) Resources and rewards: resources are pooled or jointly secured for a longer term effort that is managed by the collaborative structure; organizations share in the products; more is accomplished jointly than could have been individually.

Based on Indian experiences, Roy (1998) pointed out that the differences between government or bureaucratic institution of the Forest Department (FD) and social institution of the forest community (FC) emerge because of a lack of proper and adequate communication between the two; because of the absence of matching of the two institutions. He explained that in order to have “Bilateral Matching Institution” the members from both the institutions should be sensitized and be empowered to develop or modify conducive procedure suitable to both organization.

3. Participatory Action-Research Method

We have used participatory action-research method for building collaborative forest management in Tahura Senami. The method is designed to encourage participants to express their views while expressly avoiding domination by locally powerful and vocal people, and thereby to develop a shared framework of understanding about resource management (Sultana and Thompson, 2004). All interested stakeholders or their chosen representatives are invited and participate in the dialogues and focused group discussion. This is the principle of inclusivity in building collaboration.

First step undertaken in this ITTO project of Tahura Senami is stakeholder analysis. Stakeholder analysis refers to a range of tools for the identification and description of stakeholders on the basis of their attributes, interrelationships, and interests related to a given issue or resource. According to Meffe et.al (2002), the following types of information are needed:

- Primary information: the name of the individual or group, affiliation, principal members/leaders, contact information;
- General characteristic: the formal or informal mission and interests, related activities in other places or on other projects; formal or informal authority over the activity; size and scope of influence (e.g. membership, employment, land area);
- Interests: the future outcome likely to be desired by the stakeholder, in both the short term and long term;
- Probable levels of involvement: the ways in which the stakeholder may wish to participate in the activity;

- Stakeholders needs: what the stakeholder will require in order to participate, ranging from basic information to an invitation to take a leadership role.

These informations were collected by interviewing participants person to person; using focused group discussion (FGD), and through workshops. Second step is to formulate common interests, common problems and (or) constraints, common objectives, common goals, etc. Researcher facilitated identification of problems and potential resources; mutual understanding, commitment, and consensus formulation; vision, responsibility, and authority; strategy, program and projects formulation. Researchers encouraged participants to be actively involved in all process, and often gave a basket of choices. The methodology developed for mutual understanding, commitment, and consensus building has been named “participatory establishment of collaborative SFM”.

The Setting

Forest areas in Senami (Senami forest) have been stipulated by government since the colonial era (Dutch government). Dutch government has put “BW” (Boshwezen) stake as the forest border sign. Part of Senami forest was classified as protected forest, and other was classified as limited production forest according to Provincial Governor letter No. 18/1983. The classification of Senami forest was changed into one type of forest conservation area, namely Taman Hutan Raya (TAHURA) or Grand Forest Park Sultan Thaha Syaifuddin in 1993, according to Provincial Regulation No. 9/1993, which was endorsed by the Indonesian Ministry of Forestry in 1995, and then strengthened in 2001. The total area of Tahura Senami is 15.830 hectares. The Ministry of Forestry aims to conserve the forest as there are some important local plants species such as bulian (*Eusideroxylon zwageri*) and rattan; and for hydrological function of the forests.

The Tahura Senami is surrounded by 13 villages. In 2004, the total population of villages around the Tahura Senami is 23.156 people consisting of 12.192 male (52,7 %) and 10.964 female (47,3 %). Distribution of village population around the Tahura Senami is shown in Table 1. Most population is concentrated in three villages namely Bungku, Sridadi, and Jangga Baru. The population density is 57,71 people per Km².

Table 1. Distribution of Population According to Sex and Village around the Tahura Senami in 2004

No.	Name of Village	Number of Male People	Number of Female People	Total
1.	Jebak	642	627	1.629
2.	Empelu	503	497	1.000
3.	Singkawang	422	366	788
4.	Sridadi	2.380	2.188	4.568
5.	Tenam	819	803	1.622
6.	Bungku	3.262	2.692	5.954
7.	Pompa Air	903	804	1.707
8.	Mekar Jaya	692	643	1.335
9.	Jangga Baru	2.569	2.344	4.553
	Total	12.192	10.964	23.156

Source: Dinas Kehutanan Kabupaten Batanghari (District Forestry Service, Batanghari) (2005).

The main employment of villagers is agricultural activities, namely dry field agriculture and estate (rubber and oil palm). The villagers depend heavily on forest products including timber and non-timber for their life. They extract forest product such as wood, rattan, *jernang* (resin of rattan), honey, charcoal, fruits, etc. Other sources of household income are agriculture laborer, animal husbandry, carpenter, public servant.

Since the road of Tahura Senami is quite good, people from other far away villages (such as Simpang Terusan, Muara Tembesi and Napal Sisik village) can also have activities in Tahura Senami. Migrants come also from other province, namely North Sumatera, South Sumatera, and Central Java.

Other problem is conflict over forestland area between government and local communities. According to District Forestry Service, some of villages located in the conservation forest areas, while the others located at the border of, or close to the conservation forest areas. Whereas villagers claim their homeland located outside the border. A part of Tahura Senami areas, which is around 174 hectares, has been allocated for indigenous people, i.e. Suku Anak Dalam.

Preliminary Result

Stakeholders of the Tahura Senami have been identified. They are local communities living in or near the forest, government (forestry services, police, army; District Research and Development Agency, District Legislative, local NGOs, university (Universitas Jambi), illegal loggers, forestland encroachers, investors, timber traders. They have different interest in forest resources and different intensity of people-forest interaction.

The main issues arisen during action-research activities were illegal logging and forestland encroachment at Tahura Senami. Encroached areas are particularly used for estate crops, i.e. oil palm and rubber. This is resulted from inadequate government capacities (including financial, coordination, collaboration, commitment, law enforcement) for managing the forest, conflict of authority between district government and provincial government, insecure property right of the forest, the role of capital investor from urban area, and local community poverty.

The forest has been continually degraded since 1970s and the acceleration of degradation process increased dramatically since 2000 when the political reformation of Indonesia was unstable. Based on the result of encroachment identification, there has been 5.491 hectares of encroached forest areas cultivated with rubber and oil palm. Mostly, the encroached forestland areas are occupied by capital investor with more or less 10 to 15 hectares per investor. Villagers who encroached for agricultural cultivation mostly occupied 1 to 2 hectares per household, in which the proportion of household encroacher is more or less 10 % of village household.

Local communities depend heavily on forest resources. There has been lack of available agricultural land compared with number of household in the villages surrounding the Tahura Senami and lack of non-agricultural employment opportunities in the villages. Villagers cleared forestlands for their own agriculture cultivation or to be sold to capital investors from urban areas.

The encroachers can be classified into three groups, i.e. villagers living in the Tahura Senami areas (Jebak village) are 69 people; villagers living near the Tahura Senami areas (Singkawang, Sridadi, Mekar Jaya, Pompa Air, Bungku, Jangga Baru, Empelu and Tenam villages) are 505 people; and investors coming from urban areas (Muara Bulian, Jambi, Kerinci, Jakarta and Wonosobo) are 61 people. Based on their jobs, the encroachers can be classified into farmers (peasants), public servants (including police, legislative member, entrepreneurs), and village leaders. The illegal loggers mostly come from Sub-District Muara Bulian, Muara Tembesi, Bajubang, and outside District of Batanghari. Government official including police have been involved in illegal logging activities.

The forest has become an open access, as if no body is responsible for controlling and managing the forest. That is resulted from inadequate government capacities for managing the forest, insecure property right of the forest, and local communities' rights marginalization. Regarding to the Regional Autonomy Law No. 22/1999 (and renewed by No. 32/2004), the District Government has authority to control any forests in her region. However, the Ministry of Forestry has delegated his authority to Provincial Government to control any forests in provincial region. Therefore, there is conflict of authority between district government and provincial government.

There is lack of collaboration among stakeholders of the Senami Forest (Tahura Senami) at local level (villages) as well as at sub-district and district level. Moreover, there is conflict over forest and forestland among them. The existing condition of social relation is lack of trust among them that someone might have willingness to protect the forest. Consequently they suppose that someone will always exploit the forest at maximum level. Coordination among interrelated government institutions at the local level as well as province and national level is still weak in term of their main tasks and functions respectively. As result, the Tahura Senami has become an open access, and will become a case of tragedy of the common. Sustainability of the Tahura Senami looks as if it is utopia.

The villagers feel that they do not have authority to arrest loggers and forest land encroachers. They believe that government at local or district level knows about illegal logging and forestland encroachment activities in Tahura Senami, but the government does not have willingness to protect the forest and punish them. Moreover, the villagers suspect that there is collusion among the government official (forest service, public servant as well as police and army) and investors of illegal logging and forestland encroachment.

During the participatory action-research activities there have been mutual understanding and achieved commitment among staholders. First, the government of Batanghari District (cq. District Forestry Service) has an authority of the Tahura Senami area and is responsible for achieving sustainable forest management, including: budgets allocation; policy instrument, working rules, clear and systematic policies development and enforcement. Nevertheless, it has to develop cooperation and coordination with all stakeholders for managing the forest. Head of District Government is responsible for coordinating institutions, which concern about the Tahura Senami.

Second, government at sub-district, district, province, and national level should seriously enforce relevant regulations and laws for protecting the Tahura Senami from illegal logging and forestland encroachment activities; the government should penalize illegal

loggers and encroachers. Third, government has to give the villagers around the Tahura Senami an access to utilize (albeit limited), protect, and manage the forest, and utilize part of forestland for agriculture. In addition, the villagers also need government supports for non-agricultural income generating activities such as trainings, funds, etc. Fourth, government gives the villagers an authority to arrest illegal loggers and forestland encroachers.

Conclusions

To accommodate most stakeholders' interest, most stakeholders agree to build collaborative sustainable forest management. Organization structure, responsibilities, role, mutual benefit and risk as well as management operational plan will be formulated in the next short time.

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