



NEGOTIATION SUPPORT INITIATIVE IN INDONESIA

ASB Impact Cases 2

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Summary of the aims and objectives and the economic, environmental and social sustainability goals

Since its inception, ASB has worked to help local people find local solutions to pressing problems and to support farmers' own efforts to make better use of forest resources in ways that do not exacerbate deforestation. For example, at the initiative of local farmers, a partnership was formed in 1994 that eventually aided more than 7,000 disenfranchised farm families working in the *Damar* agroforestry systems of Sumatra. As they have spread, these activities have been referred to collectively as the Negotiation Support Initiative.

The *Damar* forests derive their name from the Sumatran word used to describe the species *Shorea javanica*. During the first 10 – 15 years after planting, as the trees become established, local people use the *Damar* systems to produce intercrops of rice, vegetables and coffee. Although planted using slash-and-burn techniques, only one burning is required, minimizing the smoke pollution that routinely plagues Southeast Asia. Carbon emissions are also minimized, limiting adverse impacts on global warming. As they grow and mature, the *Damar* trees produce resins that can be sold for cash income. Near the end of their productive lives (about 70 years) the *Damar* trees are felled for timber. The *Damar* forest systems also provide protection for watersheds and store large amounts of carbon. Indeed, *Damar* forests are comparable to natural forests in other respects as well. For example, *Damar* forests contain about 50% of the bird and plant species found in primary forests of similar size, whereas oil palm plantations – the system to which much primary forest is converted – typically contain less than 5%.

In response to a request from the *Krui* ethnic community in Sumatra's Lampung Province, ASB worked with a consortium of local communities to place their agroforestry systems on state forest maps and to articulate the environmental and economic benefits of the *Damar* land-use system. The establishment of the partnership stemmed from concerns that some 32,000 hectares of *Damar* agroforests located on land classed as "State Forest Land" on the west coast of Lampung were about to be awarded to concessionaires, mainly well-connected members of Indonesia's elite. The fear was that the concessionaires would gain the right to manage the forest and harvest an estimated three million trees planted by local communities. Compounding the threat, in 1996 oil palm companies began encroaching upon the forest, clear-cutting the trees to establish plantations.

Summary of the impact achieved

In June 1997, ASB initiated a dialogue with the Indonesian government about the status of *Krui* lands and organized visits for senior government officials. The results of the visits were reported to the Minister of Forestry, together with a request to have the border of the forest zone extended to cover *Krui* lands. The request set into motion a process that led to the signing of a Ministerial Decree creating an unprecedented forest-use classification in Indonesia. Specifically, the decree recognized the rights of community-based agro-foresters to control, maintain and develop their forest management systems within state forest areas. The new classification provided numerous rights to the *Krui* people and sanctioned community-based natural resource management as an official management regime within state forest areas. In addition to bringing non-governmental organizations to the table, the decree also provided for local people to harvest *Damar* timber in state forests and devolved the management of state forests to traditional community governing structures.

The government decree that recognized the *Krui* system as a unique form of forest use gave legitimacy to community agroforestry systems in Southern Sumatra and reversed the decision to grant forest concessions at the expense of local communities. The decree also proved to be a powerful

instrument that would support social justice and promote sustainable development. Thus far, more than 7,000 rural families have benefited from the reclassification of the *Damar* forests and their formal recognition on government forestry maps. Moreover, communities in other parts of Indonesia have come to recognize that progress is indeed possible and that by banding together they can improve their circumstances and secure a better future. Local NGOs familiar with this initiative believe similar benefits could be extended to as many as 50 other communities in Indonesia.

Currently, 15 similar negotiations are underway, including one designed to provide long-term protection to one of the largest remaining primary forests on the island of Java. In this case the land is located in Indonesia's Halimun National Park and is under threat from nearby farming operations. Building on the experience of the work in Lampung, local NGOs and community-based organizations – supported by ASB staff and partners – are documenting the history of the area to reassure Park officials that agroforestry will not have an adverse affect on the watershed and can be safely used by farmers who grow tree crops under improved management. This research, coupled with negotiations underway between farmers and Park officials is expected to reduce, and hopefully eliminate exploitation of the Park's primary forest and safeguard the drinking water supplies of nearby Jakarta.

The work in Lampung and Java is also attracting notice from other important stakeholders. Negotiation support systems pioneered by the project, for example, were recently adopted by the NGO *Conservation International* as part of its programme in Indonesia's Mount Pangrango, which is directly adjacent to the Halimun site. That initiative is intended to link forest reserve areas at both locations to create an even larger and more sustainable landscape.

Innovative elements

One of the most significant lessons learned from ASB's experience in Indonesia is the importance of using science to eliminate preconceptions and help the negotiating parties deal with reality on the ground. Biodiversity assessments, silvicultural studies, and participatory mapping lent credibility to the community's case for local control of natural resources and strengthened the hand of reformers in the central government. For example, studies showed that the arguments made by government foresters that small-scale coffee production led to the silting of nearby rivers were without foundation.

Another lesson learned was that the interests of local people frequently coincide with the government's need to maintain the integrity of local watersheds. For example, in the late 1990s ASB helped to broker a second agreement in Lampung Province that halted evictions and provided hundreds of families with legal access to production zones in secondary state-controlled forests. In this case, the 750 families most affected were not traditional custodians of the land, as was the case with the *Krui*, but migrants from other parts of Indonesia. The agreement legitimized the newcomers' access to the land and, in return, extracted an agreement that the migrants would plant trees that prevent soil erosion. Thus far, each of the parties have observed the terms of the agreement.

In addition, the *Krui* experience demonstrated that reform is indeed possible, but requires political courage and leadership and that land tenure reform is more likely to take place when there is local pressure for change. Lastly, the success of the work in Indonesia demonstrated convincingly that technical resources made available through ASB's many partners provided a powerful force for social change based on scientific excellence, the interests of nearby communities, and local concern for well-being of the environment.

Summary of total revenues/resources and investment deployed relative to the scale and extent of the outcome

Economically, the defining characteristic of the *Krui* system is its ability to deliver broad-based growth in which the poor can participate. In the *Krui* agroforests, *Damar* resin provides a regular

monthly income that is supplemented by seasonal revenues from fruit trees, while rice paddies provide the staple food. The diversity of this type of system, together with its low dependence on external inputs, creates an economic stability that is rare among poor societies. Studies conducted by ASB scientists in the late 1990s found that *Damar* agroforests provided returns to labour that were more than double the average rural wage rate in Sumatra.

The *Damar*-based agroforestry of the *Krui* is one particularly striking case of myriad smallholder tree crop systems found across Indonesia, typically in the forest margins and in many cases facing challenges similar to those encountered by the *Krui*. These smallholder systems account for much of world trade of major commodities such as robusta coffee, coconut oil, natural rubber, and spices (including cloves, pepper, cinnamon, nutmeg and mace). Taken together, the output of Indonesia's smallholder tree crop producers runs to US\$2-3 billion per year.

Direct expenditures for the Negotiation Support Initiative in Indonesia total just over US\$1.3 million from 1994-2004 (US\$784,000 from the Ford Foundation and US\$ 517,000 from USAID). Roughly an equal amount of in-kind contributions came from partners; particularly the French institutions listed in Question 7. ASB invested a total of over US\$25 million in research and development activities in its Southeast Asian programme (Indonesia, Thailand, and the Philippines) for the same period, averaging US\$ 2.3 million annually.

Monitored, measured and evaluating success

Participatory methods ensure research responds to stakeholders' needs. ASB partners work with households to understand their problems, opportunities, and constraints. Similarly, consultations with local and national policymakers provide insights into their often-conflicting perceptions of these issues. These consultations guide the iterative process necessary to identify and develop policy, institutional, and technological options that are workable and relevant.

These activities in Indonesia also conform to CGIAR planning and evaluation procedures and are included in a results-based, rolling 3-year plan, which is scrutinized the CGIAR's Science Council. Annual performance is assessed in line with ICRAF's strategic plan (as the host institution) and reported following performance indicators specified by the World Bank. Financial management by ICRAF follows international accounting practices and auditing standards.

There was an independent impact study of these activities in the past year. Entitled "Facilitating Agroforestry Development through Land and Tree Tenure Reforms in Indonesia" (September 2005), the reviewers concluded that collaborative efforts of ICRAF and other ASB partners "demonstratively benefited the livelihoods of tens of thousands of farmers, but to date less than 0.2% of forests have been allocated to farmers under any kind of community forestry tenure. ICRAF has earned a reputation as an engaged centre of knowledge, able to convene multiple interest groups in well-informed policy negotiations at local and national levels. When Indonesia does come to reform its land and forest laws, it will be able to draw on a fund of field data and legal insights to allow much better informed political choices." In short, while direct impact and capacity building have been substantial, this is a huge challenge and much remains to be done. If these reforms are applied widely, as many as 95 million Indonesian's could benefit.

Summary of partners and stakeholders

This initiative is led by ICRAF, ASB's host institution. The Indonesian government agencies and NGOs listed below provide multi-level legitimacy crucial to the negotiation process linking communities, provincial government, and national policymakers. This is the basis for dialogue on sensitive topics regarding forest resource access, land and tree tenure, community claims based on

management of resources going back generations, and national views of the role of the state. The Indonesian universities and research institutes support this trust-building process and also partner through faculty and student collaboration with international research organizations and universities. These various research institutions link their scientific activities to the negotiation processes, which is why this initiative is called “negotiation support”.

The many partner institutions that have been involved in the Negotiation Support Initiative in Indonesia include:

- **3 Indonesian government agencies**
Indonesian Department of Forestry, Jakarta
Forestry Research and Development Center, Bogor
Provincial Planning Agency (*Bappeda*), Lampung Province
- **4 non-governmental organizations**
Family of Nature and Environment Lovers, WATALA-Lampung, Indonesia
Himbio, Bandung, Indonesia
Tropical Nature Foundation of Indonesia, LATIN
VOCA, USA
- **5 Indonesian universities and research institutes**
Brawijaya University, Malang, East Java
Bogor University of Agriculture (IPB)
Centre for Soil and Agroclimate Research, Bogor
Lampung University, Bandar Lampung
University of Indonesia, Jakarta
- **6 international research organizations**
CIFOR, the Center for International Forestry Research
CIRAD-Forêts, the Forestry Unit of the *Centre de Cooperation Internationale en Recherche Agronomique pour le Développement*, France
ICRAF, the World Agroforestry Centre
IRD (formerly ORSTOM), *Institut de Recherche pour le Développement*, France
SEAMEO-BIOTROP, SE Asian Ministers of Environment Center for Tropical Biology
- **7 French universities and research institutes**
CNRS, National Center for Scientific Research
CNEARC, National Centre for Agriculture Studies in the Tropics
National Agronomy Institute of Montpellier
University of Montpellier
University of Orleans
University of Paris Sorbonne
University of Toulouse

Contribution of Negotiations Support Initiative to ASB’s continued success

The experience of ASB’s Negotiation Support Initiative provides a practical model for sustainable community-based management of tropical forests that is being used as a case study not only in Southeast Asia but across the tropics. The experience in Lampung and Java has helped ASB to demonstrate not only that change is possible but also, given sufficient backstopping by researchers and NGOs – both local and international – long-lasting solutions can be developed and implemented that benefit a range of different stakeholders.

The experience in Lampung and Java also shows that scientists have multiple roles to play: they need to analyze and tease apart the complex interrelationships inherent in dealing with natural resource management issues; they formulate relevant and workable technological and policy interventions; and they can serve as honest brokers who have the credibility to bring diverse stakeholders together in a common effort to design sustainable solutions that meet the needs of government while benefiting both the poor and the environment.

These successes in policy research have inspired great interest by ASB's partners, many of whom had little or no existing capacity or interest in this area. ICRAF, based on demonstration of these tangible results, has given greater emphasis to social science and policy analysis. And, in its recent restructuring, ICRAF added a global theme on environmental services, including environmental governance issues. The example of the Negotiation Support Initiative in Indonesia certainly shaped those decisions by ICRAF's leadership.

In turn, influenced by the action research of ICRAF and other ASB partners, in January 2005, the World Bank recommended that the Government of Indonesia create a single national land administration system. Impact at that scale demonstrates the credibility of this work and considerably enhances the reputation of partners involved in negotiation support.