

EXECUTIVE SUMMARY  
**2014 FOREST GOVERNANCE INDEX**  
OF DISTRICTS IN JAMBI PROVINCE

*Report Status On Progress*



**UN-REDD**  
PROGRAMME



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**JAMBI Expert Panel:**

Jambi districts forest governance index measurement was conducted by an expert panel that included: Irmasnyah Rachman, Ir., MM., Head of Jambi Provincial Forestry Office; Ir. Wahyu Widodo, Jambi Province Forestry Office; Musri Nauli., S.H., MH, Director of WALHI Jambi – an environmental organization; Rudi Syaf., Ir, Expert on Jambi indigenous communities; Budi Hartoyo., Ir., Head of Jambi Forestry Business Association; Jaya Noviriandy, SH., Director of Jambi Legal Aid; Fathi Hanif., S.H., LLM, Director of SIAP II Program; Dr. Erwin Widodo, WWF; Dr. Sunaryo, National Governance Index Expert Panel; Dr. Abdul Wahib Situmorang, National Governance Index Expert Panel; Prof. Dr. Hariadi Kartodihardjo, National Governance Index Expert Panel.

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# EXECUTIVE SUMMARY

# 2014 FOREST GOVERNANCE INDEX OF DISTRICTS IN JAMBI PROVINCE



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## Executive Summary

2014 Forest Governance Index Of Districts In Jambi Province Is Also Supported By:



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## 2014 FOREST GOVERNANCE INDEX OF DISTRICTS IN JAMBI PROVINCE

Lush tropical forest still covers nearly half of the forest area in Jambi, one of Indonesia's provinces which is home to some of the world's most endangered species. However, as a result of rapid deforestation over 934 thousand hectares of Jambi's forest is now considered critical, and the figure would be doubled if we added the 883 thousand hectares of secondary forest (roughly 25 times more than the size of Singapore) or 87 percent of the Jambi forest area.<sup>1</sup>

Forest degradation also occurred in protected areas such as nature reserves and protected forest. Up to 136.000 hectares of nature reserves and 56.000,8 hectares of protected forest have been deforested and degraded.<sup>2</sup>

The forestry condition in Jambi is largely influenced by the forest governance structure and practices as illustrated by the forest governance index. The thesis is that good forest governance would definitely result in a good forest condition. In other words, there is a positive correlation between good governance and forestry condition.

The measurements have shown that the average forest governance index in nine districts in Jambi Province received a score of 33.37 of 1 to 100 scales in 2014. This figure is not much different from the forestry index measured in 2012 that used two sample districts, Tanjungjabung Barat District and Tanjungjabung Timur District with an average score of 33.80.<sup>3</sup>

<sup>1</sup> Extent of land cover inside and outside forest area based on the interpretation of satellite image 7 ETM+ 2012 and Landsat 7 ETM 2011, (Ministry of Forestry Statistic Report, July 2014)

<sup>2</sup> See Jambi Forestry Statistics 2013, 11

<sup>3</sup> In 2012, a multi-expert team assessed forest governance in 10 provinces and 20 districts. One of the provinces measured was Jambi with two districts as samples, i.e. Tanjungjabung Barat and Tanjungjabung Timur. The assessment employed 117 indicators using a scale of 1 to 5. The score was 1.67. Using the 1-to-100 scale, the average index for these districts would be 33.80.

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The degradation of forest in Jambi Province has reached a worrying level as Jambi Province is one among 16 provinces in Indonesia with a large forest cover. It has up to 2,107,746 hectares, equivalent to 43 percent of Jambi's land area.

The vast forest area has a high potential to benefit the environment as well as the local and national economy. Environmentally, the forest area has the potential to reduce greenhouse gas emissions in the midst of an increasingly severe climate change as reported by the Intergovernmental Panel on Climate Change (IPCC) on 2 November 2014. IPCC stated that climate change has the potential to cause severe consequences at a global scale by the end of the 21st century if no serious measures are taken.

Jambi Provincial Government itself has targeted the reduction of greenhouse gas emissions of more than 55 MT of CO<sub>2</sub>e from business as usual levels by 2030. As much as 86 percent, equivalent to 47.3 MT of CO<sub>2</sub>e is contributed from land and forest sectors. This means that Jambi Provincial Government is targeting an average reduction of 1.58 MT of CO<sub>2</sub>e per year from land and forest sectors. The commitment of the Jambi Provincial Government is expected to contribute to national efforts to reduce greenhouse gas emissions by 26 percent with national resources and up to 41 percent with the support of the international community.

Economically, forest degradation has the potential to continually reduce government revenue from the forest sector. This is so because the revenue collected by the government exceeds the funds expended for forest area rehabilitation. Jambi Forestry Service Statistics of 2013 shows that government revenue from the forest sector was





only IDR 19 billion and reforestation funds reached USD 1.8 million or equivalent to IDR 21.6 billion at an exchange rate of USD 1 to IDR 12,000.

On the other hand, the cost needed to restore deforested areas is up to 15.8 trillion rupiah or equivalent to USD 1.3 billion. This much money is needed to rehabilitate 934 thousand hectares of critical forest with the assumption that the cost per hectare is IDR 17 million or equivalent to USD 1400 per ha.<sup>4</sup> Assuming that the revenue from reforestation will reach IDR 21 billion or equivalent to USD 1.7 million per year and if all revenue from reforestation funds is put back into rehabilitating degraded forests, it would take 133 years to rehabilitate Jambi forests.<sup>5</sup>

Data shows that the government only has the capacity to rehabilitate 7,250 hectares per year. Assuming that this capacity will remain stable year over year, it would take the government 128 years to rehabilitate the 934 thousand hectares of forest in Jambi. This will only be true provided that there will be no increase in critical land area in other forest areas.<sup>6</sup>

Forest degradation also threatens the sustainability of community livelihoods as most people living in the forest areas still depend on the services of the forest ecosystem. A study conducted by Gundimela and Sukhdev (2010) shows that 75 percent of the people living around forests in Indonesia depend on the services of the forest ecosystem to meet their living needs.<sup>7</sup>

Therefore, the government needs to act fast and accurate to address the critical condition of Jambi's forest areas. The government needs to involve other actors. Without the participation of other actors, the government's ability to rehabilitate the forest would fall behind the pace of forest degradation.

The participation of other actors should be followed with strengthening of the system, institutions and capacity of actors. A transparent and accountable forest governance system is necessary. Such a system will promote a management that fulfils the principles of sustainability and equity, as well as mitigate high-cost economy practices.

## JAMBI FOREST GOVERNANCE IN 2014

This study aims to measure forest governance in nine districts in Jambi Province. This assessment becomes very relevant and strategic to improve the critical forest condition. It is relevant because the assessment may provide the framework of important aspects and indicators for good governance. This framework shall become an important and strategic guideline for strengthening the structure and forest governance practices in Jambi.

In 2012, a governance assessment had been conducted in two districts in Jambi Province. The result of the forest governance assessment of 2012 has given an illustration for the Jambi Provincial Government to strengthen its action plan for forest governance in its region.

<sup>4</sup> The estimated cost of IDR 17 million per hectare is used to enhance the degraded land

<sup>5</sup> Data processed from the 2013 Ministry of Forestry Statistics

<sup>6</sup> 2013 Ministry of Forestry Statistics and 2013 Forestry Service Statistics

<sup>7</sup> Gundimeda and Sukdev, the Economic of Environment and Biodiversity (TEEB) for National & International Policy, 2010



**“ The assessment indicated that the forest governance in Jambi remains inadequate. The average forest governance index score of the nine Jambi districts are far from ideal. The average governance index of the nine districts is only 33.37 on a scale of 1 to 100, with 100 being the ideal level.**

In this study, the assessment was conducted in all districts in Jambi province. The process started in April 2014 with a discussion about the assessment plan and assessment tools. The assessment tools for the 2014 forest governance assessment are further developed with the tools used in 2012 as a reference. The tools were established with involvement of national stakeholders and experts.

There are 32 assessment indicators used in this study. These indicators are categorized into four aspects, namely, certainty of forest land, equity in forest resources management, transparency and integrity of forest management, as well as capacity of law enforcement.

The final assessment would be determined by a panel of experts from Jambi and from the national level. This assessment is based on data collected by field personnel or through focused group discussions with respondents.<sup>8</sup>

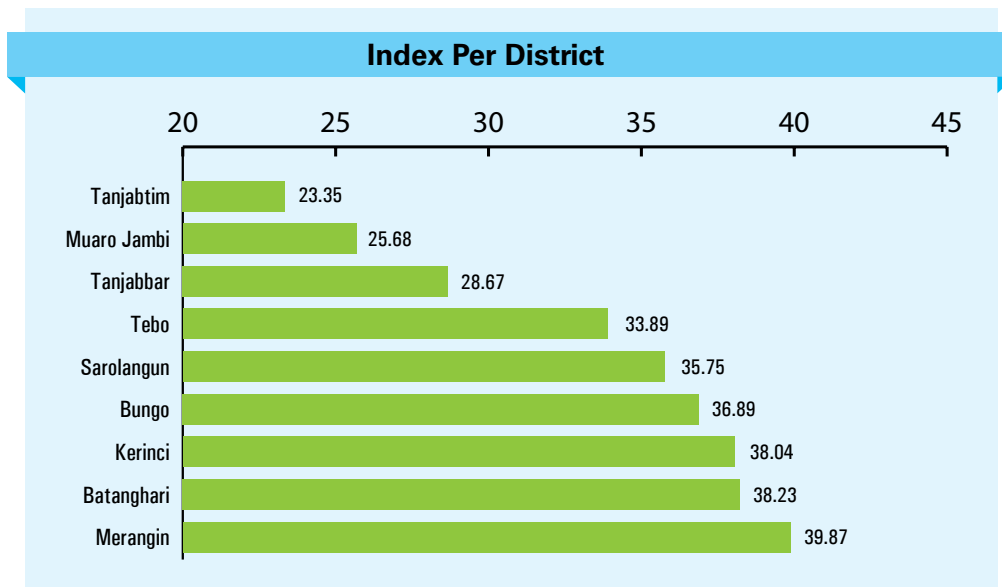
The assessment indicated that the forest governance in Jambi remains inadequate. The average forest governance index score of the nine Jambi districts are far from ideal. The average governance index of the nine districts is only 33.37 on a scale of 1 to 100, with 100 being the ideal level.

<sup>8</sup> Jambi Province forestry governance index measurement was conducted by an expert panel that included: Irmasyah Rachman, Ir., MM., Head of Jambi Provincial Forestry Office; Ir. Wahyu Widodo, Jambi Province Forestry Office; Musri Nauli., S.H., MH, Director of WALHI Jambi – an environmental organization; Rudi Syaf., Ir, Expert on Jambi indigenous communities; Budi Hartoyo., Ir., Head of Jambi Forestry Business Association; Jaya Noviriandy, SH., Director of Jambi Legal Aid; Fathi Hanif., S.H., LLM, Director of SIAP II Program; Dr. Erwin Widodo, WWF; Dr. Sunaryo, National Governance Index Expert Panel; Dr. Abdul Wahib Situmorang, National Governance Index Expert Panel; Prof. Dr. Hariadi Kartodihardjo, National Governance Index Expert Panel.



The forest governance index of districts in Jambi for 2014 is not much different from the 2012 index, with the average score of 1.69 on a scale of 1 to 5, equivalent to 33.80 using the 2014 assessment method.

Graph 1 below shows that no district in Jambi received a score above 60. All scored below 40.



Merangin District scored the highest with 39.87, while the other two highest scoring districts were Batang with 38.23 and Kerinci with 38.04. These three districts received a relatively high score compared to other districts as impacts of numbers of breakthrough effort these districts have made.

Kerinci, for instance, made a breakthrough by recognizing indigenous forest areas in their spatial plan revision, even though the government has not yet issued any operational regulations to follow up the Constitutional Court Decision Number 35 of 2013 regarding the recognition of Indigenous Forests. Kerinci District Government has so far recognized nine indigenous forest locations, with three more are currently in the process.

Another example is Merangin District that has recognized most village forests compared to other districts. Thus far, Merangin District Government has recognized 17 village forests with a total area of 45 thousand hectares, while other districts have on average five village forests.

Batanghari District, meanwhile, made a breakthrough by issuing a policy of conflict resolution by involving indigenous institutions. The district government has formally tasked indigenous institutions to facilitate conflict resolution between communities and business actors and the results have been effective.

In the meantime, the three relatively low-scoring districts were East Tanjungabung with 23.35, Muaro Jambi with 25.68 and West Tanjungabung with 28.67. Two out of the three low-scoring districts were the two districts sampled in the 2012 forest governance assessment.



While Tanjungjabung Barat District has not made any breakthrough to improve its forest governance, Tanjungjabung Timur has begun to show some improvement. In August 2014, Tanjungjabung Timur succeeded in facilitating three village forest permits and facilitated communities to clear forests without burning by providing the non-burning forest clearing equipment.

Analysis of the forest governance index in nine Jambi districts in 2014 shows that both improving as well as worsening districts have not shown efforts to improve the transparency and integrity aspects of forest management. This is indicated by low scores received for the respective indicators in the forest governance transparency and integrity aspects.

Notwithstanding the ongoing improvements, the forest governance assessment of 2014 identified the following ongoing as well as future main challenges of forest governance.

- Forest gazettement in Jambi has not properly addressed the issue of third-party claims to forest areas, recognition of indigenous people rights and illegal activities in the forest still occur frequently.
- Equity in natural resources management is still lacking. This is indicated by the disproportionately large use of forests by businesses as opposed to communities, forest conflicts that are not handled systematically, and lack of policy to develop the market of community timber products.
- Transparency and integrity in forest management is still lacking. This is characterized by the lack of effort of the district government and businesses to develop a corruption prevention system in the natural resource sector resulting in high-cost economy practices still occurring.
- Law enforcement still focuses on individual offenders and has not addressed corporate actors. Capacity building initiatives for investigators and prosecutors in handling environmental and natural resources cases is also inadequate. Complaint handling and internal control also have not been institutionalized.

#### **CERTAINTY OF FOREST LAND**

The 2014 forest governance index assessment of all districts in Jambi shows that the index of forest land certainty scored high. The average score of nine districts is 50.15.

Generally, the assessment of forest land certainty aspect was based on the availability of local spatial regulations governing public involvement, transparency and accountability; the percentage of the indigenous peoples ability to map their traditional territory from the total indigenous forest claims; the local government recognition of indigenous people's territories.

However, improvements in the forest land certainty aspect have not been systematic. Evidently, only one out of nine districts has made the breakthrough to recognize indigenous forests by revising its spatial and regional plan. District governments are yet to see the collections of third party claims as a priority, whereas this claim data is required as the main input to resolve third-party claims through forest gazettement process.

Furthermore, district governments also do not consider the one map policy as a need in managing land-based licenses in their respective regions. The collection of all land-



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Regarding institutional support, the district government budget allocation to support third-party claims settlement and mapping of indigenous territories is still lacking. That is why recognition of indigenous forests and provision of forest management licenses for communities is still very slow.

#### **EQUITY IN FOREST RESOURCES MANAGEMENT**

Assessment has shown that the index of forest resource management equity is the second highest scoring aspect. The average score for this aspect is 46.06. The improvements of forest resource management aspect were based on the ratio of utilization between companies and communities in several districts in Jambi.

Overall, the ratio of forest area utilization between companies and communities shows a great disparity. The Provincial Forestry Office 2013 statistics revealed that the government has issued 168 mining licenses with an area of 877,299 hectares, three forest concessions with an area of 105,230 hectares, and 18 forest plantation concessions with an area of 663,721 hectares for businesses.<sup>9</sup>

The above figures are in sharp contrast to forest utilization by communities. Communities only use 38,526 hectares of forest area for village forest, 49,703 hectares for community forest and 28,439 hectares for community plantation forests. This

<sup>9</sup> Data processed from 2013 Jambi Forestry Statistics Book

**“ The above figures are in sharp contrast to forest utilization by communities. Communities only use 38,526 hectares of forest area for village forest, 49,703 hectares for community forest and 28,439 hectares for community plantation forests. This means that the ratio of forest area utilization by companies and the community is 1,646,250 hectares (768,951 hectares for natural and plantation forest utilization and 877,299 hectares of pinjam pakai of forest areas for mining and oil and gas) to 116,668 hectares of utilization for communities. In other words, 93.38 percent of forest area is being utilized by companies and 6.62 percent by communities.**



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Only in one district, namely Merangin, the ratio of utilization of forest area between companies and the community is the opposite. In this district, communities utilize more forest than companies based on existing licenses. Aside from the government's orientation to prioritize giving access to forest utilization to communities, the new Merangin District government (2013-2018) has been very cautious in issuing licenses to businesses due to licensing complexities and because many forest areas overlap lands claimed by communities.

In addition to that, the Merangin District government is focusing on reviewing licenses that have already been issued to businesses in order to ensure that all comply with existing regulations. This license review process is being assisted by the BP-REDD+ agency. The results will be used as the basis for issuing new licenses to businesses and communities.

Improvement of forest management aspect can also be seen from forestry conflict resolution. There were 16 forest conflict cases in Jambi in 2012-2014. Of that number, two have been resolved while the rest are still being processed or not yet settled. The lessons learned from this forestry conflict resolution can serve as the starting point and the main modality for forest and land-based conflict resolution efforts in Jambi that has a total of 61 cases.



Improvements in the equity of access to forest resources will increase and become permanent if the district governments were to enact specific regulations to support the acceleration of forest utilization through community-based forest management involving village forests, community forests, community plantations and indigenous forests.

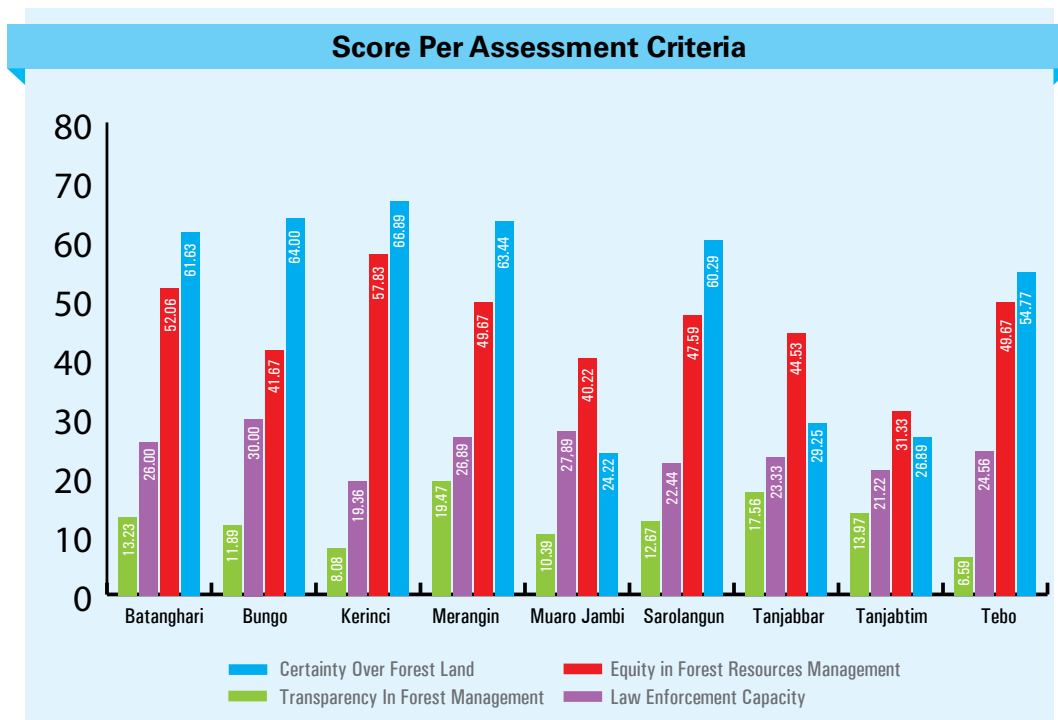
This study shows that license issuance to communities is closely related to the support from civil society organizations, while on the other hand CSOs have limited funds. As is usually the case, CSOs largely depend on donations. As a result, they cannot conduct planning in a continuous manner.

Whereas, one of the apparent strengths in Jambi is the rather high number of civil society organizations doing advocacy to gain access. Sixty out of 80 civil society organizations in Jambi work in the environmental and community issues.

Having this regulation will open up the opportunity for civil society organizations to use regional funds to support community groups to obtain forest utilization licenses or indigenous forest recognition.

District governments can also provide funding support for communities which have obtained licenses or recognition to manage the forest. Without such regional government support, efforts to reduce the gap of utilization and expedite the process of indigenous forest recognition will proceed slowly.

The challenge in terms of equity over forest resources includes the lack of government support to develop community markets for wood and non-wood products originating from the forest. In addition to that, the funding support for forest conflict resolution is also very limited and often uses travel and security budget. Whereas, forest conflict management requires considerable time, process and travel expenses. If this practice continues, financial maladministration will continue to happen.





### TRANSPARENCY AND INTEGRITY IN FOREST MANAGEMENT

This study shows that the transparency and integrity aspect in forest management scored the lowest. Of the seven indicators to measure forest management transparency, none received a good score. This indicates the presence of high-cost economy practices in obtaining licenses.

More than 90 percent of businesses admitted they spend additional costs to obtain licenses. The extra cost was to expedite licensing, as a token of thanks for having helped with license filing, and to maintain good relations with rogue local government officials, legislators and the police.

If they do not pay these additional costs, these business actors worry that they will not get their licenses and recommendations, their businesses obstructed, or that they will not be provided with security. However, businesses have reported that Forestry

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Service employees no longer actively ask for money, but are rather more passive. This behavior is far different from the 2012 study of forest governance.

The high-cost economy practices or bribery still occur because system improvements have not been adequately applied. Local governments have not yet developed a strategy or an action plan for preventing corruption, especially in the natural resource sector.

Furthermore, the recruitment of local officials is not based on integrity and competency-based tests, and has not asked for public input. There is no local government policy to require a track record check of candidates similar to what President and the Vice President Joko Widodo and Jusuf Kalla did when selecting their ministers. A similar check was done by the then Acting Governor of Jakarta, Basuki Tjahaya Purnama, who required echelon three officials and above to report their wealth to the Corruption Eradication Commission.<sup>10</sup>

On the other hand is the limited capacity of non-governmental actors. The number of civil society groups that have activities to monitor licensing is also very limited. Of the

<sup>10</sup> Referring to Government Regulation Number 100 of 2000 regarding appointment of Civil Servants in Structural Offices. The Advisory Body for Officialdom and Ranks (*Baperjakat*) shall provide a recommendation to the superior above as consideration to appoint an official. The issue is that the process at *Baperjakat* has not prioritized the transparency and accountability aspect, and the leadership has very high discretion to select an official that he or she desires. Meanwhile, existing regulations provide opportunities for the *Bupati* to make breakthroughs if official selection process is to be more transparent, based on merit and promoting candidates with integrity.



**“ On the other hand is the limited capacity of non-governmental actors. The number of civil society groups that have activities to monitor licensing is also very limited. Of the 13 non-governmental organizations (NGOs) in Merangin District, only five monitor licensing. In some districts, even, no NGOs monitor licensing in the forestry sector.**

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#### LAW ENFORCEMENT CAPACITY

Based on the assessment, the index on law enforcement capacity received a score of 24.63. Some improvements have been seen in the handling of environmental and forestry cases by the police compared to the assessment in the 2012 forest governance assessment. However, the handling of forestry crime cases has not targeted corporations and corporate leaders or government officials who have been negligent or abusive of their authority.

In terms of law enforcement capacity building, no district government has developed a regulation concerning public complaint handling in the field of forest resources, despite it being a mandate of the public service law. Even though no regulation compels



investigators and prosecutors to obtain certificates in handling environmental cases, the Forestry Agency, the Environment Agency, the District Police and District Attorney Office have not taken the initiative to require their investigators and prosecutors to follow special training for handling environmental cases.

The monitoring of license holders' obligations is not proceeding optimally. The few that exist are only seeing the administrative obligations of the business actors, despite them having other obligations, such as community partnership development, forest fire prevention, boundary delineation and conflict resolution.

Local government internal control of forestry sector development is still far from adequate. Audits to ensure activities are developed to address forest management issues have not been a priority, hence the lack of feedback regarding the effectiveness and efficiency of budget use for forest and land-based activities. In addition, results of development audits have never been informed to the public in order to keep the public informed and enable it to provide input.

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### **DIRECTION FOR FOREST GOVERNANCE IMPROVEMENT**

Improving Jambi forest governance is a necessity if one intends to achieve a sustainable and equitable forest management, and one that is not prone to corruption. All of this will contribute to reduction in forestry sector emissions and strengthening the forest management safeguard system.

With improvements, the forest can ensure prosperity, avert humans from risks resulting from climate change, and function as a habitat for flora and fauna. Forest governance improvements can help solve the aforementioned problems such as deforestation, forest utilization disparity between communities and businesses, and falling revenues from the forestry sector.

Suggested recommendations for improvements consider several aspects. First, recommendations considers the scope of district authorities and interventions that if made will lead to other improvements. The second aspect of recommendations is also aimed at other important stakeholders such as businesses, indigenous communities, as well as civil society organizations. Without critical and constructive interaction among government actors, communities and businesses, improving forest governance in Jambi will be difficult and almost unrealistic to achieve.

The third aspect of the recommendation supports using forestry governance index as a measuring tool to assess the performance of forestry sector development in the respective districts. This way, the 2014 forest governance index can be used as forestry development baseline in respective districts whose progress will be measured regularly.



### Strengthening The Forest Area Certainty Aspect

The forest governance index assessment of all Jambi districts in 2014 shows the lack of systematic effort by the district governments to handle third party claims within forest areas, recognizing indigenous community rights, and high levels of illegal activities in forest areas.

Meanwhile, various efforts to improve the forest area certainty aspect at the national level are ongoing, among others the Joint Memorandum of Understanding of 12 Ministries and Agencies regarding the Acceleration of Forest Area Gazettement that was initiated by the Corruption Eradication Commission (KPK) and the Government Working Unit for Development Supervision and Control (UKP4, also called the 'Presidential Delivery Unit').

The district governments of Jambi can initiate the issuance of regulations of *bupati* policies to inventory community claims within forest areas. The issuance of such *bupati* policies will be beneficial in setting priorities of forest area gazettement locations using the gazettement process conducted between the Ministry of Forestry's Forest Area Gazettement Agency and elements of District Government Working Unit to resolve third party claims.<sup>11</sup>

The *bupati* regulations can be the basis for allocating the budget to handle third party claims, involvement of stakeholders, transparency and accountability of third party

<sup>11</sup> The notion that some of the forest governance authority lies with the central government cannot be used as justification for the limited effort of district governments to make reforms. District governments have the interest if the forest area has strong legality and legitimacy as a matter of consideration to prepare development plans and minimize the social and ecological cost from forestry activities.



claims. In turn, such intervention will contribute to the acceleration of forest area gazettelement, handling of third party claims and recognition of indigenous forests.

The second main intervention is to issue the one-map licensing regulation or policy. Such regulation or policy will help each districts collect all land-based licenses that are being processed or have been issued. So far, the land-based license data is being kept by respective sectors and there is no one unit that collects mining, plantation, forestry or oil and gas licenses.

By collecting them in one map, district governments can use it as a reference in providing assessment, recommendation or land-based licenses. Governments can use this to determine whether the particular requested license has already been covered by other licenses. This one-map policy shall be open to the public so the public can participate in supervision.

The implication of such a policy is its contribution to eliminate the license overlaps in the same location, land-based conflicts as well as illegal practices in a forest area. This policy will also reduce bribery practices because the data and licensing process is open.

### **Strengthening The Equity To Forest Resources Aspect**

This study shows that the main challenge in the equity to forest resources aspect is the forest utilization ratio that is still dominated by businesses, inadequate conflict handling and lack of support for promoting market access of wood and non-wood products for communities and business actors.



In order to address the above challenge, district governments can issue policies or regulations to allocate government funds to civil society organizations. These funds shall be used by CSOs to help communities to secure licenses for forest utilization or get recognition of the indigenous forests in forest areas.

This funding allocation is needed so that CSOs are not hampered by lack of funding in order to help communities prepare license documents or indigenous forest recognition. These funds shall also be used by CSOs to help people manage forest areas that have been licenses or recognized as indigenous forests in order to be useful, strengthen the social cohesion among communities, and be sustainable.

The policy of allocating government funds to support communities in gaining access to forest utilization within forest areas need to be followed with a government policy or regulation to promote market access for wood and non-wood products originating from the forest. Such a regulation will stimulate communities' economy from the forestry sector, and will in turn increase people's incomes. This income increase will trigger the growth of other economic sectors.

In regard to conflict handling, district governments need to issue a standard for handling forest-cased conflicts and allocate the budget to manage these conflicts. This standard is necessary as a reference for the conflict management implementing units and a budget allocation is necessary so that the conflict management units within the government are not funded by business actors in order to ensure the government's independence in resolving such conflicts.

The funding allocation policy for managing conflicts is needed because conflicts cannot be resolves in a short amount of time. Experience has shown that conflicts



need months or even years to resolve. Conflict handling need not only visits to the field but also facilitating a series of meetings, or even bringing experts who can help resolve conflict.

Funding allocation is also needed to train the government work units or CSO activists to have the capacity as facilitators or mediators in resolving forest and land-based conflicts. That way, conflict management will be handled by trained personnel.

### **Strengthening The Forest Governance Transparency And Integrity Aspect**

In regard to transparency and integrity, this study highlights the lack of will of the district governments in Jambi Province to build a corruption prevention system in the forestry and land sector. This is despite the various regulations that have been issued and the many initiatives encouraged by the central government.

This lack of will is also influence by the absence of technical assistance provided by the Central Government to encourage the respective district governments to clean up. The district governments have a limited imagination and initiative to make changes and outside support is necessary.

The recommended policy proposed is to ask for support of central government agencies that can support district governments to make changes for those who have not developed such cooperation. There are at least two agencies that are actively supporting systemic change, namely, the Corruption Eradication Commission through the implementation of the Joint Memorandum of Understanding of 12





Ministries and Agencies, and the BP-REDD+. Regional governments can also ask for technical assistance from international, national and provincial organizations, such as UNDP, Transparency International or Indonesia Corruption Watch.

Regional governments need to prepare a corruption prevention action plan in the forestry and land sector. The drafting and implementation process of this action plan needs to involve communities and its progress be monitored regularly and openly. This corruption prevention action plan can focus on licensing process to free it from bribery and pressure, selection of natural resource sector official based on competency, integrity, and regularly involve public opinion in the audit of forest and land-based companies against their obligations as license holders, the results of which shall be announced to the public.

### **Strengthening The Law Enforcement Aspect**

Policy recommendation must be able to address the law enforcement problems that are still oriented to individual actors and field operators, the weak complaint handling system with the forestry sector and internal controls that are lacking.

Reform measures that can be done by district governments is by issuing a policy to strengthen the capacity of forestry civil investigators (PPNS), in particular handling of forestry cases by using a multiple legal regime approach. Such an approach sees forestry cases not only using one regulation, such as the Forestry Law, but may also go after the perpetrators using the Environmental Law, Anti-Corruption Law or other sectoral laws, such as Plantation Law.



By suing multiple entry points law enforcement efforts can be more effective in giving the deterrent effect because judges can impose maximum sentences. In addition to that, charges and verdicts will also include compensation for acts committed by perpetrators of forestry crime.

Coordination between forestry civil investigators, police and the prosecutors can be increased so that efforts to prevent and handle forestry cases can be more effective. The handling of forestry cases can involve civil society organizations to provide field investigation reports or to supervise the handling of cases in order to ensure its transparency.

The next step is to build a public complaint system in the forestry sector. The regulatory basis would be Law Number 25 of 2009 regarding Public Services that demands all units providing services to the public to establish a complaint handling unit. This complaint handling unit needs to involve civil society groups in order to be easy to use and the complaint handling can be overseen by the public.

A good complaint handling system will eliminate forest-based conflicts openly and public protests that may escalate to violence if not addressed well. Certainly, such a system will reduce the cost for conflict handling and have other effects.

Another measure is to strengthen the internal control system in the natural resource sector. This internal control shall involve an independent inspectorate unit with an adequate inspector capacity. This measure can prevent an abuse of finances and authority possessed by officials in the natural resource sector. Furthermore, this will prevent state losses and the allocation to the public can be maximal.



**Executive Summary**  
**2014 Forest Governance Index Of Districts In Jambi Province Is Also Supported By:**



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