



DIREKTORAT JENDERAL PLANLOGI
KEMENTERIAN KEHUTANAN

UN-REDD
PROGRAMME
INDONESIA

Process Book

LONG WAY RESTRUCTURING FORESTRY POLICIES INDONESIA



Process Book

**LONG WAY
RESTRUCTURING FORESTRY
POLICIES IN INDONESIA**

*Notes from process of
developing Indonesian National
Strategy for REDD+*

**Ministry of Forestry, Ministry of Agriculture and
UN-REDD Programme Indonesia**
Developing National Strategy for REDD+

*LONG WAY
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PREFACE

The process of developing the National Strategy for REDD + has marked a new era in restructuring forestry management policies in Indonesia. The National Strategy for REDD + is expected to respond to challenges of the need for integrated reform towards governance of land use based sectors, such as forestry, agriculture, and mining. Why is that, because of errors in governance to date have not only contributed to the increase of greenhouse gas emissions globally, but also has led to disaster and poverty in various places in Indonesia.

In addition, development of the National Strategy for REDD + also has marked a progress in public policy development approach that is giving more place for participation or active involvement of public representatives. The design for developing the National Strategy for REDD+ is based on principles of inclusiveness, transparency, credibility and institutionalality, a design that is more adaptive to public interests. Inevitably there are still some shortcomings in the process of the development of the National Strategy for REDD+ , however, many important lessons about the advantages and effectiveness of this process that need to be understood even adapted by many parties for similar purposes.

Therefore, the process book is written and presented to many parties. The book title is *The Long Way in Restructuring Forestry Policy in Indonesia: Notes from process of developing Indonesian National Strategy for REDD+*. It represents the recording of all processes of the development of the National Strategy for REDD+ since the formation of the Steering Committee, Executing Team and Writing Team until Bappenas submitted the final draft of the National Strategy for REDD + to the Task Force that was established by the President in September 2010.

Not all of facts and circumstances can be presented fully in this book. However, illustrations inside the book are expected to provide comprehensive information with

regard to the development of the National Strategy for REDD+ processes from the beginning that has been loaded with various interests of global and national scales and local or sub-national scale as well.

All findings produced by the writer are assessments, which are independent and objective. As an analysis of an unfinished process, this book is expected to trigger further debate about the concept and the implementation of REDD+ in Indonesia. This is not the only answer that works as a medicine to cure headaches. But at least will function as a "mirror" which can show what are the actual processes of changes that are happening in developing forestry management policies in Indonesia.

Jakarta, January 2011

Vice Minister of the National Planning and Development/ Vice Chairman of the National Development Planning Agency (BAPPENAS)

Lukita Dinarsyah Tuwo

GLOSSARY

AFD/FAD	French Agency for the Development
AMAN	Indigenous Peoples Alliance of the Archipelago-NGO
APBN	National Budget
Bappeda	Local Planning and Development Agency
Bappenas	National Planning and Development Agency
CI	Conservation International
CIFOR	Center for International Forestry Research
CSF	Civil Society Forum
CSO	Civil Society Organisation
FPIC	Free Prior Informed Consent
GRK/GHG	Green House Gases
GTZ	German Technical Cooperation (Gesellschaft für Technische Zusammenarbeit)
HTI	Plantation Forest
ICEL	Indonesia Centre for Environmental Law
ICRAF	World Agroforestry Centre
Kemehut	Ministry of Forestry
Kementan	Ministry of Agriculture
LoI	Letter of Intent
MRV	Measurement Reporting and Verification
Pemda	Local Government
RAD REDD+	Local Action Plan for Reducing Emissions from Forest Degradation and Deforestation +

RAN GRK	National Action Plan for GHG
RAN REDD+	National Action Plan for Reducing Emissions from Forest Degradation and Deforestation+
REDD+	Reducing Emissions from Forest Degradation and Deforestation+
REL	Reference Emissions Level
RL	Reference Level
RPJMN	Mid-Term National Development Plan
RPJPN	Long-Term National Development Plan
Satgas	Task Force
Stranas	National Strategy
TNC	The Nature Conservancy
UKP4	Presidential Working Unit for Supervising and Controlling Development
UN-REDD	United Nations on Reducing Emissions from Forest Degradation and Deforestation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNODC	United Nations Office on Drugs and Crime
WWF	World Wildlife Fund

EXECUTIVE SUMMARY

1. Background

Indonesia is considered having a strategic role both in the negotiation of REDD+ at the international level as well as the preparation phase of the implementation of REDD+ at national and regional level. Indonesia's strategic position is confirmed by the political commitment of the Indonesian President, Susilo Bambang Yudhoyono to reduce Greenhouse Gas (GHG) emissions by 26% with self financing or 41% with international support by 2020 from the emission level of Business as Usual (BAU). Forestry sector through the implementation of REDD + is expected to contribute 14% out of the total of 26% GHG emission reduction targets.

The political commitment is manifested in some actions, such as the National Development Strategy for REDD+, which will be the umbrella for the implementation of REDD+ national policy in Indonesia. The process of development of National Strategy for REDD+ is accelerated after the agreement between the Government of Indonesia and Norway as stated in the Letter of Intent on joint reduction of GHG emissions from deforestation and forest degradation, signed on 26 May 2010.

The Indonesian government expects that the process of developing the National Strategy for REDD+ would produce appropriate policy, based on the participation and interests of all stakeholders; effective and easy to be implemented, easy to be controlled and evaluated, and provide more equitable economic incentives.

This book is an effort to document the process of developing the Indonesian National Strategy for REDD+. Particularlry with regard to the dynamics and argumentation during discussions and decision-making processes. Scope of this documentation process includes the initial phase where Bappenas gets the mandate to develop the National Strategy for REDD+ until handover of the Draft National Strategy for REDD+ from Bappenas to the REDD+ Task Force.

2. Basic Principles in Developing National Strategy for REDD+

Process of drafting the National Strategy for REDD+ is based on four basic principles, namely: inclusiveness, transparency, credibility, and institutionality. Inclusiveness principle means that the process of developing the National Strategy for REDD+ has involved both parties who will implement the policy and parties who will be affected by the implementation of the REDD+ policy, either directly or indirectly. Engagement process is undertaken through public consultation and outreach communication efforts.

The principle of transparency means that the process was characterized by openness, honesty and clarity. Meaning that all aspects of public policy ranging from the planning to implementation and evaluation stages were delivered to the public with openness, honesty, and very clearly without being covered up or deliberately obscured. The principle of transparency also means that the public has access to see every stages or monitor development of policy making processes.

The principle of credibility is a principle which contains the comprehension that the process of development of National Strategy for REDD+ is managed by institution or people who have reputation, and was performed with an inclusive approach, being transparent and truthful or trustworthy. Also, consists of understanding that both substance and its formulation is based on a clear mandate or legality and supported by information, data, accurate facts, which are accountable or validity can be verified.

The principle of institutionality refers to the comprehension that the process of developing National Strategy for REDD+ is carried out using approaches that lead to institutionalization of ideas, knowledge, values, basic laws, resources, structures and mechanisms of organizations that depicts six basic aspects, namely organization, autonomy, adaptability, comprehensivity, coherence and functionality.

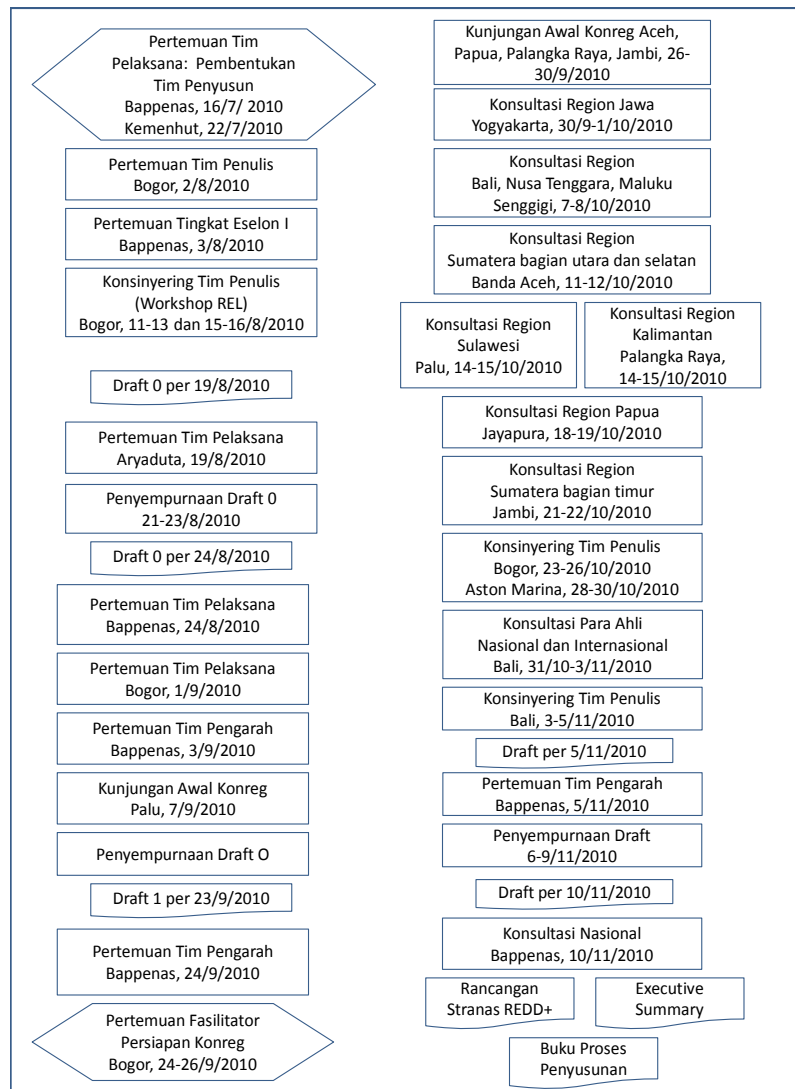
Implementation of these four basic principles in the process of the development of the National Strategy for REDD+ requires several things, among others:

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- Intensive consultations with stakeholders who are responsible for the implementation of the National Strategy for REDD+
 - Direct consultation with stakeholders who will be affected by the REDD+ policy and concerned stakeholders
 - Involvement of institutions or people who will have reliable reputation in terms of experience and academic ability.
 - Process that is inclusive and transparent from the beginning to the draft National Strategy for REDD+ that develops into a public policy
 - Communication mechanism that allows stakeholders or public to know (feedback mechanism) and provide feedback on the substance and all stages of the development of the National Strategy
 - Willingness of all parties to open and analyze transparently and comprehensively information on a various range of issues and interests in forestry sector management
 - The presence of organizational/institutional structures that effectively accommodate a range of interests that are multi-sectoral and multi-level

3. Stages and Results of Developing National Strategy for REDD+

Generally, the development process that has been undertaken from July to November 2010 can be divided into four main parts, namely pre-development; National Strategy development; public consultation of the draft National Strategy; and completion of the draft National Strategy for REDD+. The entire process is presented in Diagram 1.

Diagram 1. Process of Developing National Strategy for REDD+



3.1. Pre-development and development stages of the National Strategy

This stage began with the decision by the Coordinating Minister for Economic Affairs who gave the mandate to Bappenas to coordinate the process of the development of the National Strategy for REDD+ . Bappenas established the Drafting Team that consists of the Steering Committee and the Implementation Teams. With the support and facilitation from the UN-REDD, the Steering Committee and Implementation Team set up a Writing Team to draft the National Strategy, and carried out a variety

of public consultations to collect inputs for the purpose of improving the draft National Strategy.

3.2. Public Consultation Stages

3.2.1. Regional Consultation

The Draft National Strategy has been consulted with multi-stakeholders at regional and national levels, additionally, presented to experts at national and international levels as well. Public consultation processes at regional level was conducted for 7 regions that is in Yogyakarta (Java), Mataram (Bali, NTB, NTT and Maluku), Palangkaraya (Kalimantan), Banda Aceh/Sumatra I (Aceh, West Sumatra, North Sumatra and Bengkulu), Jambi/Sumatra II (Riau, Jambi, South Sumatra and Lampung), and Jayapura (Papua and West Papua)

3.2.1.1. Participation

Overall the regional consultation processes were followed by 387 participants, representing the government (46%), CSOs (42%), academicians (9%), and private sector (3%). Out of the 163 participants representing the CSOs, 14% were representatives of indigenous peoples, and 1% came from institutions/sectors that focus on women and environmental issues.

Comparison of male and female participants still shows disparity, namely male participants were 88%, whereas female participants were only 12%. This difference reflects gender inequality in the process of public consultation and decision on REDD+.

3.2.1.2. Perception of Regional Consultation Participants

Results of the poll from participants that was carried out by the UN-REDD showed that an average of 90% of participants at respective places of the regional consultations was reported to have improved their comprehension after attending the public consultation on REDD+. The results from the interviews also showed that

some key figures considered that the model of public consultation on REDD+ is several steps ahead compared with similar activities.

One of the aspects that is considered as advanced in the debate process is the openness and willingness of governments to admit and disclose data or information concerning forest conditions and the disarray of forest policies. Also, a willingness to make corrections or policy revisions. Majority of participants even argued that public consultation is an effective approach to address a range of issues and make decisions on National Strategy for the development of REDD+.

Most participants, especially among NGOs argued that as a design strategy, the National Strategy document for REDD+ is highly relevant to their needs in their respective regions. Only a few had negative and very negative comments. This is a very good development and shows that the National Strategy for REDD+ has been built based on problem context that occurs in various regions. In addition, the National Strategy for REDD+ has opened better communication between the government and stakeholders, particularly NGOs.

3.2.1.3. Important Issues during the Regional Consultation Process

In practice there are several important notes which can be used for improvement of the consultation process in the future, namely:

- Initial access for participants to the consultation material
- Feedback mechanism to improve the confidence of the participants towards the consultation process
- Selection of consultation participants should be carried out through a careful, fair and open process
- Assurance of access for women to be involved in the process of policy formulation on REDD+
- Preparedness mechanism to provide briefing to stakeholders who are vulnerable and have limited access to information.

3.2.2. Consultation with Experts

Consultation process was also carried out at national level involving national and international experts, which resulted in revision and improvement of the draft National Strategy for REDD+. In addition to direct consultation, the Drafting Team of the National Strategy was also undertaking consultations and has requested written inputs from relevant ministries and CSOs.

4. Completing the Draft National Strategy for REDD+

On 18 November 2010, Bappenas has officially submitted the draft National Strategy for REDD+ to the Task Force, which is chaired by Kuntoro Mangkusubroto from UKP4. Further process regarding the draft status will be determined later by the Task Force. The next process is considered as an internal issue within the Task Force, so many parties feel that the process that follows is not as transparent and inclusive as the previous processes.

5. Lessons Learned

The following are some lessons learned from the processes:

The importance of preparedness mechanism

- An inclusive process is time consuming
- Mechanism for involving vulnerable parties is required
- True participation requires feedback mechanism
- Policy formulation process will get easier support if based on data and experience
- Integral and comprehensive REDD+ policy formulation is required
- Effective communication requires reciprocal processes

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- Importance of a supporting system in policy formulation processes

6. Conclusion

During the process of preparing the National Strategy for REDD+ many critical notes were found on the implementation of the four principles of the National Strategy development. However, the process is a step forward compared to processes of developing national strategy by other sectors. Because the policy formulation process and discussion of REDD+ have not only involved multi-stakeholders at various levels, but also involved multi-party teams who were working fast and responsibly. In addition, this process is also considered to have taken into account a communication process that was characterized by openness, transparency, criticism, and based on scientific data and empirical experience of the stakeholders.

CHAPTER I ~ INTRODUCTION

1 Background

Indonesia in recent years has developed a range of strategies for reducing Greenhouse Gases (GHG) emissions from deforestation and forest degradation. Some policies have been issued especially after the Bali Action Plan, which mandates the development process for preparation of program implementation for Reducing Emission from Deforestation and Degradation Plus (REDD+), which includes implementation of demonstration activities and development of policy tools (readiness phase). As a country with the third largest forest coverage in the world after Brazil and Congo and with the second highest deforestation rate after Brazil, Indonesia is considered to have a strategic role both in REDD+ negotiation at international level as well as in the preparation phase of the REDD+ implementation at national and regional levels.

Indonesia's strategic position is confirmed by the political commitment of the Indonesian President, Susilo Bambang Yudhoyono to reduce Greenhouse Gas (GHG) emissions by 26% with self financing or 41% with international support by 2020 from the emission level of Business as Usual (BAU). Forestry sector through the implementation of REDD + is expected to contribute 14% of the total of 26% GHG emission reduction target. The political commitment is manifested in some actions, such as the development of the National Strategy for REDD+, which will be the umbrella for the implementation of REDD+ national policy in Indonesia.

The process of developing the National Strategy for REDD+ accelerated after the agreement between the Government of Indonesia and Norway as stated in the Letter of Intent on the joint reduction of GHG emissions from deforestation and forest degradation, signed on May 26, 2010. This process is taking place in the right time to make improvements on various aspects related to forest management and various other sectors in relation to deforestation and forest degradation.

At national level, Indonesia hopes that the process of developing the National Strategy for REDD+ is expected to be a process that is managed based on the principles of inclusiveness, transparency, credibility and institutionality. In other words, process of developing the National Strategy for REDD+ can be carried out through leveling processes at national and sub-national levels by involving stakeholders and interested parties related to REDD+ in Indonesia.

Involvement of stakeholders in policy formulation process will generate confidence of the parties, particularly between the government and community, to reduce the risk of conflict and failure of implementation of REDD+ policies in Indonesia. The trust from stakeholders in the policy formulation process will also strengthen legitimacy and credibility of produced policy products.

Through this approach, the process of developing the National Strategy for REDD+ is expected to produce appropriate policy, based on participation and interests of all parties; effectively and easily implemented, easily controlled and evaluated, and provide more equitably economic incentives. Seeing this needs, Bappenas as the coordinator who is mandated to develop the National Strategy for REDD+ has formulated four basic principles that are mainstreamed during the development of the National Strategy for REDD+, namely:

1. Inclusiveness Principle

Inclusiveness principle means that the process of developing the National Strategy for REDD+ has involved both parties that will implement the policy and parties that will be affected by implementation of the REDD+ policy, either directly or indirectly. This engagement process is often undertaken through public consultations.

2. Transparency Principle

Within the context of development of the National Strategy for REDD+ the principle of transparency is defined as the principle of openness, where there is public access to view and monitor the development stages of the

policy making process (Issai, 2000). Transparency principle can be realized through providing mechanism for reporting to the public in time, relevantly, informatively and clearly.

3. *Credibility Principle*

Principle of credibility is a principle which contains the comprehension that the process of developing National Strategy for REDD+ sets forth a process managed by people as well as a credible institution using a process or approach that is trustworthy. It is important to generate trust and public acceptance from stakeholders to the process of development of the National Strategy process, so that the developed National Strategy for REDD+ will obtain full legitimacy from stakeholders and even from the public.

4. *Institutionality Principle*

Principle of institutionality refers to the comprehension of the process of developing the National Strategy for REDD+ was carried out using approaches that lead to institutionalization of ideas, knowledge, values, basic laws, resources, structures and mechanisms of organization that describes the five basic aspects, namely organization, autonomy, adaptability, comprehensivity, coherence and functionality.

In this context, it becomes important to make recording or documenting the process of preparing the National Strategy for REDD+. Writing this book is a new initiative that for the first time is associated with documenting the process of developing the national policies for REDD+. Therefore, this book is expected to give lessons to stakeholders on how to build a national policy that involves multi-stakeholders through transparent, inclusive and credible processes. In addition, this book also includes lessons learned concerning how government should communicate to the public, civil society organizations (CSOs), business community, and also vice versa.

Moreover, this book is also expected to provide lessons learned concerning the process of policy formulation that would bring together various interests or aspirations that are rooted in the diversity of socio-ecological characteristics and even the underlying political economy of every party.

2. Objective of the book

The book aims to describe the stages of the process of preparing the National Strategy for REDD+ and to observe how far the principles of inclusiveness, transparency, credibility, and institutionality are implemented during the development process of the National Strategy for REDD+. The book also aims to record the various positive and negative lessons learned during the process of developing the National Strategy for REDD+. In addition, the book provides an overview and complete information to stakeholders with regard to policy formulation process that is participatory, transparent, credible and institutionalized.

Comprehension on a variety of lessons gained from the process of formulating a policy will assist the policy formulators and policy makers to avoid mistakes and maximize the success factors of a policy formulation process.

In general, the objectives of recording the process of preparing the National Strategy for REDD+ are as follow:

1. Documenting knowledge and experience in the process of policy formulation with an effective and easily captured way in order to improve the quality and positive impact of a policy-making process.
2. Accelerating the adoption of policy formulation process that mainstreaming the principles of inclusiveness, transparency, credibility, and institutionality, so that it may be adapted to different context of situation and locations.
3. Documenting lessons learned on how to develop an effective communication process in the midst of the diversity of socio-ecological characteristics of political economy that lies behind parties involved in the policy formulation process.

3. Scope

Keeping a record of the process of the development of the National Strategy for REDD+ is a systematic mechanism for capturing the changes from the consensus agreed in the decision making process. The mechanism also recorded the dynamics of the process and understanding how it could happen. The obtained findings then processed and disseminated as a public document that can be accessed by everyone. The scope of recording the process includes a phase when Bappenas was first mandated by the Coordinating Ministry for Economic Affairs (Kemenko) to develop the National Strategy for REDD+ until the handover of the draft National Strategy from Bappenas to the REDD+ Task Force which is coordinated by the Presidential Working Unit for Supervision and Control of Development (UKP4).

4. Outline of the book

The book consists of an executive summary, seven main chapters and appendices.

Chapter I consists of introduction that includes background, objective of developing the book, scope and outline of the book.

Chapter II describes the four main principles serving as a base in the process of developing the National Strategy for REDD+. This chapter also explains why the four principles are vital as a form of policy formulation that is based on the application of the good governance concept and contextual of the four principles within the scope of REDD+.

Chapter III describes the first stage of the process of developing the National Strategy for REDD+. The chapter provides information on the establishment of the Formulation Team for the development of the National Strategy for REDD+ and the initial development of the draft National Strategy for REDD+, and crucial issues that arouse during the process.

Chapter IV describes the series of public consultations that were conducted within the framework of consultations of the draft National Strategy to the public on a wider scale and crucial issues as well as analysis of the processes that have taken place.

Chapter V describes the completion stage of the final draft of the National Strategy for REDD+ and the dynamics of the processes that occurred until the handover by Bappenas to the REDD+ Task Force on 17 November 2010.

Chapter VI describes documentation and summarised lessons learned that was obtained from the process of developing the National Strategy for REDD+.

Chapter VII is conclusions

Appendices consists of appendix to the document

***CHAPTER II ~ BASIC PRINCIPLES IN
DEVELOPING NATIONAL STRATEGY FOR
REDD+***

1. Why some basic principles are required

During various discussions concerning the National Strategy for REDD+, many people expected that REDD+ will be able to accelerate efforts to reduce deforestation and forest degradation. Also contributing to poverty alleviation for people living in and around the forests. Moreover, REDD+ is expected to provide a firmer assurance of preserving forests and biodiversity.

However, a few parties have expressed their concern that REDD+ would lead to injustice and poverty for indigenous and local communities that had their lives depending on the forests. This concern is very reasonable considering that forest management in the past often negated the socio-economic and ecological rights of the traditional or indigenous communities living in and outside the forests. Forest management policy is still considered to negate the rights of people involved in the decision making process concerning forest resources.

In addition to neglecting the rights of community, there is also the opinion that forestry programs are often a target for corruption. Various political and business elites often monopolize the allocation of resources and benefits of natural resource management for the purposes of accumulation of power in some areas/regions.

Therefore, many parties proposed that the policy formulation and implementation of REDD+ projects are based on principles that could provide assurance towards the interests of stakeholders. Hence, REDD+ implementation is expected not to create new risks and to prolong the situation of injustice. There is a desire to make the development of the National Strategy for REDD+ into a process that is not only based on harmonizing ecological and economic interests but it also develops into a process that actually involves many parties, and consequently will generate policy

and institutional systems that have strong legitimacy, functioning effectively, and can be easily implemented.

To ensure this, Bappenas as the coordinator of the development of the National Strategy for REDD+ proposes four basic principles, namely: (1) inclusiveness, (2) transparency, (3) credibility, and (4) institutionality. The four principles are considered to provide clear guidance, moreover, guarantee that process of formulation and substance of the National Strategy for REDD+ will essentially address the dimensions of participation, openness, accessibility, public control, and justice for all parties. Also can provide clarity and certainty towards rights or interests of stakeholders in forest management policy in Indonesia.

Next section will explain in more detail about the terms and measurements that can be used to demonstrate every principle.

2. The Four Basic Principles and Compliance Indicators

2.1. Inclusiveness Principle

2.1.1. Definition of Inclusiveness Principle

In the context of the development of the National Strategy for REDD+, the inclusiveness principle means that the process of developing the National Strategy for REDD+ has involved both parties who will implement the policy and parties that will be affected by implementation of the REDD+ policy, either directly or indirectly. Engagement process was undertaken through public consultation and communication outreach efforts.

In the context of public consultation, inclusive means that there is an agreed process or consensus that is essentially undertaken together. All stakeholders feel to have ownership of the decisions, including those who actually disagree with the decisions made (LGSP, 2009). While, in the context of outreach communication, inclusiveness

means that the public can access the information and express their interests directly, openly and in an easy manner.

2.1.2. Indicator of Inclusiveness Principle

Inclusiveness principle may be illustrated by the following measures:

- ✓ Representation and involvement of stakeholders in decision-making process and formulation of the draft National Strategy for REDD+:
 - The involvement of stakeholders who have direct interest in the national strategy of REDD+ (among others: community, local government /SKPD, Bappenas, Ministry of Forestry, Ministry of Agriculture, Ministry of Energy and Mineral Resources, and private sector)
 - Involvement of stakeholders who have no direct relationship but have an interest and concern to the National Strategy for REDD+ (among others civil society organizations, academics and journalists)
- ✓ Representation and involvement of vulnerable groups /minorities in the process of decision-making and development of the draft National Strategy for REDD+:
 - Representation and involvement of women's groups
 - Representation and involvement of indigenous peoples
 - Involvement of other community groups who live in or around the forests or groups who is highly dependent on forest ecosystems
- ✓ The process of selection/determination of representatives of the parties which is fair and inclusive:
 - Early and fair identification of stakeholders.
 - Availability of basic information that gives clear picture to stakeholders concerning what will be discussed and decided

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- Involvement of representatives from stakeholders in determining their representation
 - ✓ There is a step-by-step preparation of participants to facilitate the involvement of stakeholders in decision-making process and the development of the National Strategy for REDD+ (preparedness mechanism)
 - There is a process of initial meetings conducted by the CSO or local government to prepare stakeholders from the area to attend the public consultation processes
 - ✓ Consultation process was carried out using methods and mechanisms that were simple, friendly and did not marginalize certain parties:
 - Providing basic information early which is easily available or accessible by parties who are in vulnerable / minority position
 - Consultation process uses language or symbols that is easily understood by certain parties
 - There is adequate explanation of terminologies, idioms, definitions or scientific and technical information derived from foreign words or words that are difficult to understand.

2.2. Transparency Principle

2.2.1. Definition of Transparency Principle

In the context of policy making the principle of transparency is defined as the principle of openness, honesty and clarity, where all aspects of public policy ranging from the planning stages to implementation and evaluation stages are submitted to the public which is open, honest, very clear without being covered up or deliberately obscured. The principle of transparency also means that the public has access to see every stages or monitor the development of policy making processes (Issai, 2000). In

this context, policy makers have an obligation to provide mechanism or channel for the public to access information and provide response or responses to public policies.

2.2.2. Indicator of Transparency Principle

Transparency principles can be shown by the following measures:

- ✓ Providing reports which can be accessed by the public, timely, and clearly explaining the progress and results of the steps for developing the National Strategy :
 - Provision of basic information or reports and materials that can be accessed by the public, either through mass media, websites, mailing lists, or in special places or through communication channels which is easily accessible by the public
 - Participants of the public consultation receive the draft National Strategy earlier and with sufficient time to study it before attending the consultation
- ✓ Availability/completeness of basic information concerning REDD+ issues:
 - Availability of comprehensive explanation of scientific issues related to REDD+ which can be easily understood by consultation participants
 - Consultations are carried out using simple language that is easily understood by all consultation participants, particularly indigenous peoples, women and other vulnerable groups
- ✓ Availability of feedback mechanism, which is clear, measureable and timely on inputs from public or stakeholders to the process and results of public consultation:
 - There is an official response from the organizers concerning inputs and feedback obtained from the result of the public consultation

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- There is an information channel that can be used any time by the public to check the status of development of the discussion on the draft National Strategy or input status, which they submitted earlier.

2.3. Credibility Principle

2.3.1. Definition of Credibility Principle

Credibility is the principle that contains the understanding that the process of the development of the National Strategy for REDD+ is managed by institutions or people who are credible and is done with a process which is inclusive, transparent and truthful or trustworthy. Formulation of REDD+ policies has also meaning of understanding that both the substance and the process of its development is based on a mandate or clear legality and supported with correct information, data and facts, and is accountable or its accuracy or legality can be verified.

2.3.2. Indicator of Credibility Principle

The principles are described using the following measures:

- ✓ Using data, information or facts that are accurate or reliable, trustworthy (trustworthiness), easily accessible and checked again and open to input from any parties at all levels.
- ✓ Development process of the National Strategy involves experts, academics and stakeholders who have experience and understanding of the concept and actual problems and interests associated with REDD+
- ✓ Comments and inputs or aspirations from stakeholders are discussed in depth and recorded, considered and accommodated in the formulation of the National Strategy for REDD+

- ✓ There is a feedback mechanism that allows participants or stakeholders to be able to check or obtain clarification about the status of their inputs.

2.4. Institutional Principle

2.4.1. Definition of Institutional Principle

Principle of institutionalization refers to the comprehension that the process of developing the National Strategy for REDD+ is carried out using approaches that leads to institutionalization of ideas, knowledge, values, basic laws, resources, structures and mechanisms of organization which depicts the six basic aspects, namely organize, autonomy, adaptability, comprehensive, coherence and functionality.

In this sense, the process of institutionalization of REDD+ policy is perceived as part of a continuum of ideas or process of restructuring the management of existing forestry policy prior to the Letter of Intent (LoI) between the Government of Indonesia and Norway some time ago. It is also an effort to integrate and build compatibility between different ideas, interests and institutions for effective implementation of REDD+ in Indonesia.

2.4.2. Indicator of Institutional Principle

Institutionality principle may be describe with the following measures:

- ✓ *Regularity: refers to understanding that the institutionalization of REDD+ is carried out through processes that are orderly, systematic, easily controlled, and through clear stages.*

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- ✓ *Functional: refers to the understanding that the institutionalization of REDD+ is functional in terms of accommodating the various interests associated with development of strategy for REDD+*

 - ✓ *Autonomy: refers to the understanding that institutionalization of REDD+:*
 - Highly appreciate and acknowledge the autonomy of different social groups in developing a model or approach to knowledge in forest management and local natural resources.
 - Recognizing the autonomy and authority of different institutions that have been regulated or determined by the laws.
 - Integrating models or approaches and institutional authority into REDD+
 - Respecting the diversity of interests in various decision-making processes concerning National Strategy, institutions, and financing for REDD+

 - ✓ *Adaptation: refers to the understanding that processes and outcomes and institutions of REDD+ is able to adapt to environmental changes and are open for improvement both partially or fundamentally according to the needs and resource capacity.*

 - ✓ *Comprehensive: refers to the understanding that the substance content and institutional strategy for REDD+ must be complete and integral. In terms of concept be described as:*
 - Forest and land condition
 - Factors that influence deforestation and degradation, whether it concerns the imbalanced use of space, institutional problems, governance, and economy
 - What and how strategies should be developed to address current problems and how is the relationship between the two
 - What and how the structure and mechanisms of institutional/organizational policies of REDD+.

- ✓ *Coherence: refers to the understanding that every party and each sub-system in the entire system and process development of REDD+ has a coherence or close linkage between each other.*

3. Prerequisites Basic Principles of Successful Implementation

Implementation of the principles of inclusiveness, transparency, credibility, and institutionality in formulating the policy of REDD+ requires a number of prerequisites as follows:

3.1. The principle of inclusiveness requires availability of:

- Intensive consultation with stakeholders who are responsible for the implementation of the National Strategy for REDD+, among others related sectors such as Ministry of Forestry, Ministry of Agriculture, Ministry of Mining, Ministry of Public Works, Ministry of Environment, local government, and agencies related to the sub-national, provincial and district levels
- Direct consultations with stakeholders who will be affected by the policies of REDD+, among others: indigenous peoples or communities live in or close to the forests, and forest concession holders.
- Direct consultations with relevant stakeholders and those who are indirectly associated with these policies, among others civil society organizations, academics and journalists.

3.2. The principle of transparency requires the availability of basic information in a clear and comprehensive manner as well as mechanisms for public reporting that is timely, relevant, and accessible for everybody.

3.3. Credibility principle requires :

- Involvement of institutions or people that have a trusted reputation in terms of experience and academic ability

- Process that is inclusive and transparent from the beginning until the draft National Strategy for REDD+ developed into public policy.
- Input and output mechanisms of information or communication that allows stakeholders or public to understand and respond to the substance and all stages of the development of the National Strategy.

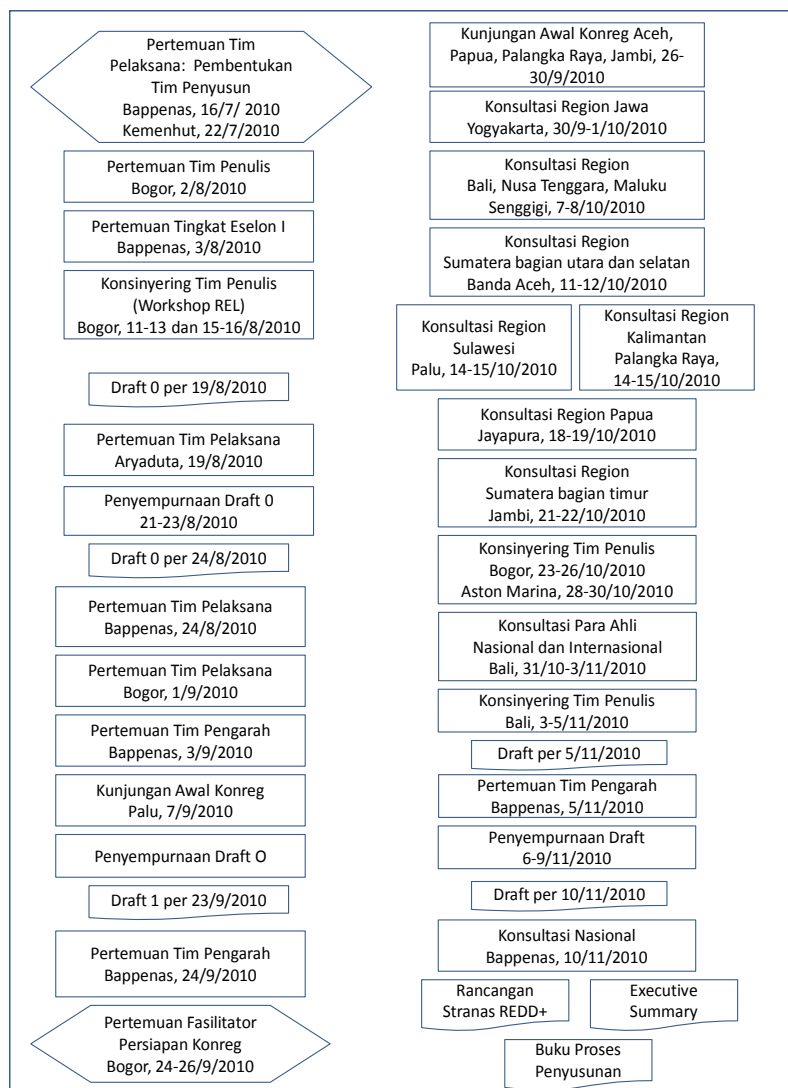
3.4. Institutional principle requires :

- Intensive involvement of the parties that represent the diversity of ideas, interests and experiences related to the management of forestry sector.
- Willingness of all parties to open and analyze transparently and comprehensively information on various issues and interests in the management of the forestry sector.
- The presence of good mediation to reconcile various interests and aspirations of different management models
- There is structure of organizations/institutions that effectively accommodate the different interests that are multi-sector and multilevel.
- Fulfillment of the preconditions associated with the principles of inclusiveness, transparency and credibility

**CHAPTER III ~ FORMULATION OF DRAFT
NATIONAL STRATEGY FOR REDD+**

Developing the draft National Strategy for REDD+ was undertaken through a long process and was based on the principles that have been described in Chapter II. With reference to the four principles, the development of the National Strategy began with the establishment of the Compiler Team for REDD+, followed by series of initial meetings, writing the draft, as well as consultations at central and local levels. The entire process that have been carried out is presented in Graph 1.

Graph 1: Stages of Process



In general the stages of the preparation process was conducted from July to November 2010 that can be divided into three main parts, namely pre-development stages and developing the National Strategy documents that will be discussed in this chapter; stages of public consultation that will be discussed in Chapter IV, and the stage of the completion of the draft National Strategy that will be discussed in Chapter V.

1. Stages of pre-development of the National Strategy Document for REDD+

1.1. Process and results

The pre-development stage of the National Strategy for REDD+ started when the Coordinating Minister for Economics (Komenko) gave the duties and authority to the National Planning Board to coordinate the preparation of the National Strategy for REDD+. Accordingly, the Coordinating Ministry for Economics also mandated the Ministry of Forestry to conduct the process of selecting priority areas for implementation of REDD+ , and mandated UKP4 to formulate the institutional and funding system for REDD+.

Bappenas with support from the Ministry of Forestry, Ministry of Agriculture and the UN-REDD conducted several consultation meetings with stakeholders. In the 22 July 2010 meeting it was decided to establish a Compiler Team to develop the National Strategy for REDD+, which consists of the Steering Committee and Implementation Team. The Steering Committee is in charge of monitoring the process of developing the National Strategy for REDD+ and provides directives to the Executive Team with the process of integrating the National Strategy for REDD+ with government policy in other sectors. Steering Committee is chaired by the Deputy Minister for National Development Planning/Deputy Head of Bappenas and some Echelon 1 officials in other relevant sectors (see Table 1).

Table 1. Composition of Steering Committee for developing the National Strategy for REDD+

Chairperson	Deputy Minister of National Development Planning / Deputy Head of National Development Planning Agency
Secretary	Deputy Secretary of Natural Resources and Environment of the Ministry of Planning / National Development Planning Agency
Members:	Director General (DG) of Forestry Planning, Ministry of Forestry;
	DG of Production Forest Management, Ministry of Forestry;
	DG of Forest Protection and Nature Conservation, Ministry of Forestry;
	DG of Land Rehabilitation and Forest Protection, Ministry of Forestry;
	Head of Forest Research and Development, Ministry of Forestry;
	Minister’s Advisor on Partnership, Ministry of Forestry;
	Minister’s Advisor on Environment, Ministry of Forestry;
	Head of Research and Development Agency, Ministry of Agriculture;
	Deputy Head of Remote Sensing, National Aviation and Space Agency;
	Deputy Head for Basic Survey of Natural Resource, Mapping and National Survey Coordination Agency;
	DG of Spatial Planning, Ministry of Public Work;
	Deputy Director of Environment Arrangement, Ministry of Environment;
	DG of Mineral, Coal and Geothermal, Ministry of Energy and Mineral Resources;
	DG of Regional Development, Ministry of Home Affairs;
	Deputy I, Presidential Working Unit for Supervising and Controlling Development;
	Presidential Advisor on Climate Change/Head of Secretariat of Climate Change, National Council on Climate Change.

The Implementation Team is in charge of preparing the initial draft of the National Strategy and consulting with stakeholders, then integrate the outcome into the draft National Strategy that are being completed. The Compiler Team consults the draft intensely with the Steering Committee.

The Implementation Team consists of Echelon II officials from related ministries and representatives of civil society organizations (CSOs) including non-governmental organizations at the international level (INGOs) and non-governmental organizations at the national level (NGOs) (see Table 2). Conversely, there is no clear information about how the composition and working processes are of the Ministry of

Forestry team in charge of determining priority areas for implementation of REDD+ as well as the UKP4 team that is responsible for formulating institutional aspects and funding system for REDD+.

Table 2. Composition of Implementing Team

Chairperson	Director of Conservation and Water Resources Ministry of Planning / National Development Planning Agency
Secretary	Director of Inventory and Monitoring of Forest Resources, Forestry Ministry
Members	Director of Planning and Utilization of Production Forests, Ministry of Forestry;
	Head of Center for Reserach and Development of Socio-Economy and Forestry Policy, Ministry of Forestry;
	Head of Center for Agricultural Land Resources Research and Development, Ministry of Agriculture;
	Director of Cultivation of Annual Plant, Ministry of Agriculture;
	Head of Data Center of Remote Sensing, National Aviation and Space Agency;
	Head of Center of Topographic Basic Mapping and Spatial Planning, Coordination Agency for Surveys and Mapping Agency;
	Director of Environment, Ministry of Planning / National Development Planning Agency;
	Director of Food and Agriculture, Ministry of Planning / National Development Planning Agency;
	Hariadi Kartodihardjo, Bogor Agricultural University;
	Rizaldi Boer, Bogor Agricultural University;
	Mas Achmad Santosa, UNDP Indonesia;
	Daniel Murdiyarso, CIFOR;
	Sonya Dewi, ICRAF;
	Wahjudi Wardojo, TNC;
	Iwan Wibisono, WWF;
	Iwan Wijayanto, CI;
	Rino Subagio, ICEL;
	Abdon Nababan, AMAN;
	Emmy Hafield,Partnersip (Kemitraan)

Afterwards the Implementation Team and Steering Committee established a Joint Secretariat for the development of the National Strategy for REDD+ with financial support from the UN-REDD.

The entire operational process of developing the National Strategy for REDD+ is funded by the UN-REDD. In addition, with the approval of the UN-REDD Implementation Team a Writing Team was established with the task to draft the National Strategy for REDD+ with reference to the outline that has been prepared by the Implementation Team. The Writing Team is composed of different elements representing the sectors of forestry and agriculture, and legal aspects and consists of representatives from Bappenas, Ministry of Forestry, Ministry of Agriculture, UNDP, ICEL, and supported by a number of experts contracted to assist in writing the draft National Strategy.

In addition, the Process Writing Team was also formed, whose task was to write the whole process and lessons learned that can be taken from the development of the National Strategy, ranging from initial stages until the National Strategy was submitted by the Bappenas to the Task Force of REDD+ (see Table 3). Process Writing Team works in parallel with the National Strategy Writing Team.

Table 3. Composition of the Writing Teams of the National Strategy and its Development Processes

Writing Team of the National Strategy	Writing Team of National Strategy Development Process
Lukita Dinarsyah Tuwo	Rio Ismail
Endah Murningtyas	Rini Astuti
Sri Yanti	
Basah Hernowo	
Wahyudi Wardojo	
Nur Masripatin	
Ruandha Sugardiman	
Nur H. Rahayu	

Hariadi Kartodihardjo	
Ngaloken Ginting	
Mahyuddin Syam	
Pungky Widiaryanto	
Abdul Wahib Situmorang	
Robi Rohana	
Josi Katharina	

1.2. Analysis of processes and results during the pre-development stage of the National Strategy for REDD+

1.2.1. Fulfilling the Principle of Inclusiveness

The pre-development stage of preparing the national strategy is very short. The most important activity undertaken was the establishment of the Steering Committee and Implementation Team and the preparation of the outline for the National Strategy. All these processes practically took place internally and exclusively without involvement of representatives of other stakeholders. All members of the Steering Committee were representatives from the government agencies without any element of CSO or experts/academics. With a very limited time allocation, such approach makes it more easier for synergy and coordination among government institutions as well as synergies among policies in each sector or related ministries.

However, such approach also encourages criticism because it is inconsistent with the meaning contained in the principles of multiparty and in the inclusiveness principle that is mainstreamed by Bappenas. But such an exclusive process have restricted public access to be involved in determining policy on issues that affect people's lives.

Different composition is found in the composition of the Implementation Team. The team is more diverse and accommodating elements of CSOs, indigenous peoples and academics who were selected based on consideration of expertise and commitment. Involvement of elements from the indigenous community, CSOs and academics in

the Implementation Team's structure, of course, have provided room for diversity of viewpoints and interests in the decision-making process. The essence of the inclusiveness principle and multiparty is more visible, although, one is very aware that the composition of the Implementation Team has not included the women's group, which has a vulnerable position in forest management.

1.2.2. Fulfilling Transparency Principle

Pre-development stage of preparing the draft National Strategy for REDD+ is a chain that has not complied with the criteria of transparency principles. Publication is only conducted briefly and not intensively on the UN Indonesia website, however, it is not mentioned at all on the website of Bappenas. Therefore, not many people is aware of what is the background and how the National Strategy for REDD+ was prepared. This limitation then has been overcome by increased communication intensity with parties that are considered important to be consulted.

1.2.3. Fulfilling Credibility Principle

Appointment of people with expertise and experience in various related sectors relevant to the REDD+ within the structures of the Steering Committee, Implementation Team and Writing Team illustrates the presence of the credibility principle. They are the ones who have the competence and beyond doubt understand the reality and context of forestry conditions in Indonesia.

The credibility of the team and the process of the pre development of the National Strategy for REDD+ is also influenced by the presence of good coordination between Bappenas and the Ministry of Forestry as well as with the UN-REDD that plays the role of the facilitator. The three institutions are organizations that have credibility, organizational structures, and access to comprehensive data and information. Also has skilled and experienced resources in developing the National Strategy for REDD+.

1.2.4. Fulfilling Institutional Principle

During this stage of the process of development of the National Strategy has involved a range of institutions that have credibility and sufficient capacity. However, there are some fundamental aspects that have not been carried out based on the institutional principle. First, incompleteness of the element of stakeholders in the Steering Committee's structure may impede the process of integration of values, understandings, and interests in institutionalization and implementation of REDD+ policies. This then resulted in not accommodating a number of fundamental issues related to the stakeholders' interests, so that it may reduce the level of trust from stakeholders to the processes of development and implementation of the National Strategy for REDD+.

Second, integration and cohesion between key elements in the process of institutionalization of REDD+ was not established since the beginning. This was caused by the separated process development or formulation of National Strategy which was undertaken by Bappenas and the process in determining priority areas which was undertaken by the Ministry of Forestry, as well as the development of institutional and funding system that was administered by the UKP4.

Stage of Developing Draft National Strategy for REDD+

2.1. Process and results

2.1.1. Discussion and Writing the Draft Zero Version 2 August 2010

The stages of writing the draft National Strategy for REDD+ started with the meeting of the Writing Team on 2 August 2010. This meeting produced the first draft (draft 0), which has 9 main sections (see box 1). The draft was continuously revised by the Writing Team, then presented to the Implementation Team on 19 August 2010 in Hotel Arya Duta.

Box 1: Main Outline of Draft 0 of the National Strategy for REDD+ as of 19 August 2010

- 1) **Introduction** consists of the background of the development of the National Strategy for REDD+, such as political commitment of the President of Indonesia to reduce emissions by 26% in 2020, signing a Letter of Intent between Indonesia and Norway that became one of the momentum in developing the National Strategy for REDD+ and the willingness of Indonesia to improve forest governance to become more sustainable
- 2) **Terminology**. In this chapter is discussed some key definitions that will be used continuously in the National Strategy, such as forest, deforestation, degradation, etc.
- 3) **Vision and objectives** of achieving reductions in GHG emissions and increase in carbon deposits that contribute to improving people's welfare and quality of biological resources.
- 4) **Legal basis** related and relevant to REDD+ issues
- 5) **Prerequisite of REDD+** which explains the scope and time frame of the National Strategy for REDD+
- 6) **Analysis of conditions and problems which** identified 6 main causes of deforestation in Indonesia, namely: spatial issues, lack of forest governance, weak capacity of forest management unit, governance and poverty issues.
- 7) **Main Strategy** consists of strengthening the enabling conditions and strategies for improving forestry sector development
- 8) **Main Program** for REDD+ implementation
- 9) **Monitoring and Evaluation** that describes the monitoring and evaluation framework for the implementation

At the stage of writing the Draft Zero (0), there were some crucial issues that emerged during the series of discussions among the Writing Team, among others:

a) Structure and substance of the document

The document of the National Strategy for REDD+ is expected to have a clear and measurable definition of the objectives, scope, duration (time frame), and logical framework (logframe), which is equipped with outputs, indicators of achievement, implementing actors, and clear risks analysis. The Writing Team since the beginning confirmed that substance of the National Strategy for REDD+ should be comprehensive and has links with the institutional and financing mechanism designs of REDD+. However, at the end it was difficult to be undertaken by the writers because the discussion processes concerning strategy and institutional mechanisms as well as financing mechanisms are handled or carried out separately by another team.

b) Position of the National Strategy towards the GHG National Action Plan

During the meeting participants questioning whether the National Strategy for REDD+ is part of the National Action Plan for Reducing Greenhouse Gas Emissions (NAP GHG). If the implementation of REDD+ in Indonesia is part of the scheme of reducing emissions by 26% voluntarily or 41% with foreign aid in 2020, therefore, then the National Strategy for REDD+ should be integrated with the NAP GHG. So that substantially, the National Strategy for REDD+ must be associated with NAP GHG.

On the other hand, there is a presumption that including the National Strategy for REDD+ as part of NAP GHG would only aggravate the burden to be borne by Indonesia. If this happens, then Indonesia itself should fund the implementation of REDD+ using the state budget. In this meeting it was suggested that REDD+ is designed as a GHG emission reduction activity specifically funded from foreign aids (including the 41% GHG emission

reduction targets with foreign aids) but not from voluntary financing form Indonesia.

c) Using Reference Emissions Level (REL) or Reference Level (RL) in National Strategy for REDD+

The Writing Team argued on using REL or RL in the National Strategy. As agreed in the REDD+ negotiation at international level, RL is used as the baseline reference emission rate determination in the REDD+ development. RL is associated not only with carbon-related activities but also include non-carbon activities such as biodiversity management and payment for environmental services. It is considered more able to explain many aspects that are closely linked to deforestation and degradation, in addition, easier to be measured. So far the draft Indonesian National Strategy for REDD+ is still using REL.

d) Disclosure of Information on National Deforestation Figure

Deforestation figure is one of the crucial points of debate by the Writing Team. The problem is that the deforestation rate is not only counting the figures which is not transparent, but it has political implications also. The Writing Team recognized that there is a political unwillingness at the national level to acknowledge that the deforestation rate in Indonesia is quite high. From the point of the view of the Writing Team, if the number is not recognized, then the process of determining a reference emission level will not be transparent, and consequently will generate a lot of mistakes in strategy formulation and implementation. Transparency is also required, particularly due to this reference emission levels will be discussed with stakeholders at the sub-national levels (province, district, city).

e) Consultation that Involves Multi-Stakeholders

The Writing Team views that the draft National Strategy should really be discussed with the public. Therefore, the two important issues related to

consultation are addressed. First, a multi-stakeholders public consultation process in formulating policy will take a long time. Second, adequate time must be allocated to disseminate or distribute information to stakeholders. Also, sufficient time is needed for potential participants of public consultations to read and then give response or feedback. If the available time is limited, then the process of providing this information should be done at a very early stage and must be intensive.

f) Problems Related to Legal Aspect

One important aspect is the much debated aspects of legal policies and law enforcement related to deforestation and degradation. This is considered important because the writers found a number of legal issues related to the increase of the rate of deforestation and degradation, such as the weakness of legal policy; lack of synchronization of legislation; and lack of law enforcement.

Besides, it is necessary to identify required legislations that has not yet been developed. For example legislation to strengthen the forest management units, which will be established for the purpose of the REDD+ implementation. Furthermore, the necessity to harmonize the legislation based on a framework called the "Sustainable Forest Management friendly legislation framework".

Another aspect that is considered important to make REDD+ as a momentum is to fix the law enforcement in the forestry sector in Indonesia

g) Tenurial Issues and Rights of Indigenous Peoples

One of crucial issues that emerged was the importance of recognition of the rights of indigenous communities as one of the conditions for the successful implementation of the National Strategy for REDD+. In addition, the

National Strategy for REDD+ is expected to accommodate the principle of Free Prior Informed Consent (FPIC) as a guarantee of access and control of indigenous peoples in the decision-making process.

2.1.2. Discussion and Writing the Draft Zero (0) Version as of 26 August 2010

On 24 August 2010 the Implementation Team held a meeting with Bappenas to discuss further inputs on the draft National Strategy for REDD+. There were several crucial issues that emerged during this meeting, among others:

a) Need for review by experts of the draft National Strategy for REDD+

For the purpose of a more perfect development of the National Strategy for REDD+, it was proposed to involve REDD+ experts at national and international levels. The experts are considered essential to be invited to the consultation process to provide feedback and review the current draft.

b) Benefit Sharing

The National Strategy for REDD+ needs to discuss and provide proposed technical guidance concerning mechanism of benefit sharing in the management of REDD+. Why is that, because the mechanism of benefit sharing that is fair and justice is considered as one of prerequisites for a well implemented REDD+.

c) Position of National Strategy to other Development Policies

One strong suggestion is the need for a more detailed explanation about the relationship between the National Strategy for REDD+ with other policy rules, such as the medium-term development plan (RPJM) of the national strategy in forestry and agriculture, and obviously, the spatial plan of the nation, province and district/city.

Based on inputs received from the meeting, the writers revised the draft Zero(0) of the National Strategy and developed into draft 1 of the National Strategy which was issued on 26 August 2010 (see box 2). In the draft 1 version of 26 August 2010, there are some additional formulation, as follows:

- Separate chapter, which describes more structured about REDD+, MRV system in Indonesia

Explanation on the mainstreaming mechanism of the National Strategy for REDD+ in the National Medium Term Development Plan (RPJMN) and National Long-Term Development Plan (RPJPN) and other development policies

**Box 2: General Outline of Draft 1 National Strategy for REDD+ as of 26 August
2010**

- 1) **Foreword** from the Vice of Minister of PPN
- 2) **Executive summary**
- 3) **Chapter I** Introduction consists of background, vision and objective of the National Strategy for REDD+, legal basis, scope of the national strategy, terminology or definition
- 4) **Chapter II** Analysis of conditions and problems which describe emissions from land-use and forestry sector in Indonesia. In addition, this chapter also illustrates in graphs the conditions of deforestation and forest degradation as well as the main causes. Chapter II concludes with an explanation of Indonesia's readiness for REDD+ implementation.
- 5) **Chapter III** the National Strategy for REDD+ outlining three main strategies for implementation of REDD+ in Indonesia, namely: strategic compliance requirements, fulfilling enabling conditions, and sector development reform
- 6) **Chapter IV** consists of explanation on how MRV system was developed
- 7) **Chapter V** is an explanation of the administration system and mainstreaming of National Strategy and RAN REDD+ into development policy.
- 8) Last Chapter contains Conclusions

2.1.3. Discussion and writing Draft 1 Version 23 September 2010

There were two other meetings organized by Bappenas and UN-REDD to consult draft 1 version of the National Strategy of 26 August 2010 with stakeholders. The first was a meeting with the Civil Society Forum for Climate Justice (CSF), which was held on 27 August 2010 (Minutes of Meeting in attachment 19). Then a meeting with the Ministry of Forestry, Ministry of Agriculture and the National Council on Climate Change (DNPI) on 7 September 2010.

Some crucial issues emerged during the second meeting, among others safeguard mechanisms; complaint mechanism; translation of FPIC into the National Strategy; definition of forest, and underlying causes of deforestation and degradation.

In addition to the consultation process, Bappenas as coordinator of the development of the National Strategy for REDD+ also collected written inputs from several ministries, such as the Ministry of Forestry, Ministry of Agriculture, Mining, Public Works and the Ministry of Finance. Also inputs from several research institutions that focus on forestry issues such as ICRAF, CIFOR, etc.

Based on inputs from the consultation process and written inputs, the Writing Team revised draft 1 version 26 August 2010 to draft 1 of the National Strategy version 23 September 2010 (Annex 3), which in general is described below (see box 3). The main differences between draft 1 of National Strategy version 23 September 2010 with the previous version is contained in Chapter V, which previously contained REDD+ mainstreaming in development policy, and was replaced with description of the stages of REDD+ implementation in Indonesia. Draft 1 of National Strategy version 23 September 2010 was then printed and used as basic material for the broader public consultation.

**Box 3: General Outline of Draft 1 of the National Strategy for REDD+ as of 23
September 2010**

Foreword from Vice Minister of PPN

- 1) **Executive summary**
- 2) **Chapter I** Introduction consists of background, vision and objective of the National Strategy for REDD+, legal basis, scope of national strategy, and terminology or definition
- 3) **Chapter II** Analysis of conditions and problems which describes emissions from land-use and forestry sector in Indonesia. In addition, this chapter also illustrates in graph the conditions of deforestation and forest degradation as well as the main causes. Chapter II concludes with explanation of Indonesia's readiness for REDD+ implementation.
- 4) **Chapter III** the National Strategy for REDD+ outlining three main strategies in implementing REDD+ in Indonesia, namely: strategic compliance requirements,, fulfilling enabling conditions, and sector development reform.
- 5) **Chapter IV** consists of explanation of the MRV system development
- 6) **Chapter V** is an explanation of the stages of REDD+ implementation in Indonesia which consists of development of the National Strategy and RAN REDD+ and how to generate readiness for implementation and initial actions
- 7) **Last chapter** is Conclusion

2.2. Analysis of the Process for Developing Draft National Strategy for REDD+

2.2.1. Fulfilling Inclusiveness Principle

Records of the processes on draft version Zero (0) and draft version 1 of the National Strategy for REDD+ version August 26 and version 23 September 2010 showed that the process has involved representatives of stakeholders through consultation meetings and by providing inputs in writing. This shows that there was an effort to apply the inclusiveness principle in the development process.

Nevertheless, some parties still considered the process to be exclusive because of not involving stakeholders from sub-national level (province, district, city). This was evidenced by the emergence of resistance from stakeholders in Aceh, Jambi, Palangkaraya, Palu and Papua when draft 1 of National Strategy version 23 September was presented during the regional consultations (see section of this report which explains the results of public consultations in seven regions).

2.2.2. Fulfilling Transparency Principle

The UN-REDD Indonesia through its website <http://www.un.or.id/redd> has published on a regular basis the progress of developing the draft National Strategy for REDD+ in English and Indonesian languages. Regular reporting through a website like this, of course, is not sufficient since not all stakeholders have access to the Internet network. However, this development shows that there are efforts to realize the transparency principle in the process of developing the draft National Strategy for REDD+ .

2.2.3. Fulfilling Credibility Principle

Data used in the process of developing the National Strategy is the official data from state institutions, which can be accessed and openly criticized by the public. Nevertheless, the National Strategy document has not listed the origin of all data used, moreover, has not attached a bibliography of the documents. From the

standpoint of credibility principle this could affect public confidence in the process of drafting The National Strategy as well as the substance itself.

2.2.4. Fulfilling Institutional Principle

At this point, the discussions of the draft National Strategy have obtained lots of inputs towards the institutionalization of ideas, knowledge, values, legal basis, as well as structures and mechanisms that describe aspects of order, autonomy, adaptability, comprehensiveness, coherence and functionality. However, the inputs cannot be formulated into the framework of structure and institutional mechanisms, funding and MRV that comply with administrative law and constitutional law.

CHAPTER IV~ PUBLIC CONSULTATION

Public consultation is one of the most important stages in developing the National Strategy for REDD+. The process not only meets the formal requirements, but beyond that since deforestation and degradation is a problem, which is related to the sustainability of the lives of all people public consultations of REDD+ policies should involve the public.

The consultations were conducted at three levels, namely consultation at regional, national and international levels. This consultation aims to get inputs from stakeholders at sub-national level on three basic aspects: the causes of deforestation and degradation in each province; reference emission levels in each province, and implementation strategy of REDD+ in Indonesia.

The following is describing the process and results of public consultation at the three levels.

1. Regional Consultation

1.1. Pre-consultation

At this stage the organizers made some preparations for public consultations at regional level, such as: determination of the region and consultation approach, division of roles between involved parties in organizing the venue; preparing the regional Facilitator Team; preparing participation, providing materials and information to consultation participants, preparation of technical matters related to implementation of the consultation, and preparation of pre-consultation meeting process (preparedness).

1.1.1. Determination of Regions and Consultation Approach and Method

The determination of the regions for public consultation at sub-national level was based on considerations of time and funding. Also, because of similar features or characteristics of forests and ecosystems in various provinces and districts in every region. From the beginning, many proposals came from CSOs and government

officials at sub-national level to extend the public consultations to provincial and district/city levels. However, the proposal could not be fulfilled by Bappenas and the UN-REDD due to limited time and funding. Public consultations covered 7 regions (see Table 4), as follows:

Table 4. Regional Public Consultations

Regions	Provinces
Java	DIY, DKI, Banten, West Java, East Java, and Central Java
Mataram	Mataram, West Nusa Tenggara, East Nusa Tenggara, Bali, and Maluku
Sumatra I	Aceh, Lampung, West Sumatra and North Sumatra
Kalimantan	West Kalimantan, South Kalimantan, East Kalimantan, and Central Kalimantan
Sulawesi	South Sulawesi, Southeast Sulawesi, Gorontalo, North Sulawesi, West Sulawesi
Papua	Papua and West Papua
Sumatra II	Riau Islands, Riau, Jambi, South Sumatra and Bangka Belitung

Regional consultations in Java, Mataram, Sumatra 1, Sulawesi and Papua were facilitated by the UN-REDD. While the regional public consultations in Kalimantan and Sumatra II were facilitated by the Partnership Indonesia.

1.1.2. Determination of Regional Facilitators- Coordinators and Method of Approach

The regional consultation process preceded by selecting the coordinator for facilitating the process in every region, who then will coordinate with the regional

facilitators to facilitate public consultation in their respective regions. Bappenas and the UN-REDD consulted with Bappeda and local CSOs in selecting coordinator for facilitating public consultation using criteria based on competence and experience or track record of respective candidates. At the beginning, there were a number of candidates nominated by government and CSOs, however, as the process progressed, most of regions selected facilitators from CSOs.

For the purpose of strengthening the preparation in every region, a national preparatory meeting was conducted in Bogor on 24 September 2010. Every regional coordinator of the facilitators were invited to attend the coordination meeting, which discussed the preparation and the method of approach for the regional consultations in each region. The meeting discussed the following issues:

- Schedule for public consultation and materials to be prepared.
- Outline of the National Strategy (presented by the Writing Team)
- Fish bone methodology that will be used in facilitation process during public consultations.
- Outline of the report which will be used by the facilitator for developing report of the results of the regional consultation
- Communication mechanism to establish the organizing committee in the region. The division of roles between Bappenas and the UN-REDD in communicating with Bappeda in the region where the public consultation will be conducted.

1.1.3. Preparing Participantion

Preparation of participation is considered important because it will determine the success of public consultation. Organizing committee really wants to bring participants who are able to provide inputs and represent interests of their

constituents, who are directly or indirectly related to REDD+. To ensure this Bappenas and the UN-REDD have set criteria for selecting participants, as follows:

- Having authority in determining implementation policies related to forestry, agriculture, land use, climate change, REDD+, governance, conservation, regional investment, women and the environment/natural resource management and community involvement
- Having extensive and specific knowledge on issues related to forestry, agriculture, land use, climate change, REDD +, governance, conservation, regional investment, women and the environment/natural resource management and community involvement.
- Having the latest knowledge on policies, perspectives and trends related to topics mentioned above
- Widely known work experience (track record) in the field of forestry, agriculture, REDD +, climate change and governance, conservation, regional investment, women and the environment /natural resources management community strengthening.
- Having concerns and previously has been engaged with activities mentioned above

Organizers at the national level have developed communication process with the local organizer at the regional level to ensure the recruitment of participants was based on the above criteria. Bappenas and the UN-REDD have asked the local committee to ensure representatives from multistakeholders, particularly from the vulnerable groups such as indigenous peoples and women's groups.

However, the above criteria could not be applied strictly and consistently due to limited time to disseminate information and to conduct identification and selection of potential participants. In some areas the determination of potential participants actually was less fair and inclusive, even, there was no representatives from

multistakeholders to sit together with the facilitator and organizing team to determine the other participants.

1.1.4. Provision of Materials and Information to the Participants

Availability of early, quick and comprehensive information will greatly influence the readiness of consultation participants to follow the process properly. Using complete and indepth information, the consultation participants are expected to be able to have a constructive and detailed discussions. Therefore, since September 2010 the Secretariat of the development of the National Strategy for REDD+ has prepared the documents that have been printed neatly, as well as presentation materials and other supporting information.

Participants who have access to the internet have received the document via email several days prior to public consultation. However, most participants were not able to get information earlier and just received the document on the first day of the public consultation.

1.1.5. Establishment of Local Committee for Public Consultation

To assist the organizing team in conducting public consultation at central level, Bappenas has appointed respective Bappeda as organizers of regional consultations. The decision was based on the pragmatic consideration that Bappeda is the agency that will work in the province who do not have working group on REDD+ or a working group on climate change. Also, for the purpose of easier coordination due to the the proximity of functions between Bappenas and Bappeda.

However, this approach would be less appropriate when applied in the territory of Aceh, which already has working group that specialized in REDD+ policies and climate change. This situation raised resistance from the REDD+ working group in

Aceh on the first day of public consultation of the Region Sumatra I in Banda Aceh. They were of the opinion that they were not involved in the process of preparation for public consultation thus for issues that they have been dealt with recently.

Some of CSOs also criticized the approach using argumentation that generally the local Bappeda has no experience to interact with CSOs. Also, they argued that Bappeda does not know local activists or local CSOs. Moreover, CSOs viewed that Bappeda deliberately did not invite CSOs or only selected CSO representatives who are "close" to Bappeda officials without considering the criteria specified by Bappenas.

1.1.6. Recruitment of Members of the Regional Facilitator Team

Recruitment of facilitators is a complex stage during the process of preparation for public consultation. Initially the organizing team prefers to recruit facilitators at national level using a number of criteria such as competence, acceptability, and representativeness of stakeholders. However, during the process, there were no representatives from the government and academics who were willing to become facilitators.

Similar to selection of the coordinator of facilitators, organizers at regional level preferred to recruit facilitators from CSOs who have been widely known, including by the government. From this process seven regional facilitators and 35 regional co-facilitators has been successfully recruited in each province in Indonesia. There were only two female facilitators among them, the rest is men.

1.1.7. Preparedness Meeting

Preparation of pre-consultation (preparedness meeting) is a meeting that aims to provide early information on REDD+ as a mitigation mechanism that is full of issues on technical, political and complex financial mechanisms. Such meeting is

considered important because public in general has no understanding of what and how is REDD+, moreover, many have thought that REDD+ is a complex mechanism and can be difficult to understand.

Preparedness process is expected to strengthen or provide capacity for communities and other stakeholders, so that they are ready and have equality with other stakeholders in following the public consultation as well as in determining the attitudes and preferences towards the implementation of REDD+ in their region.

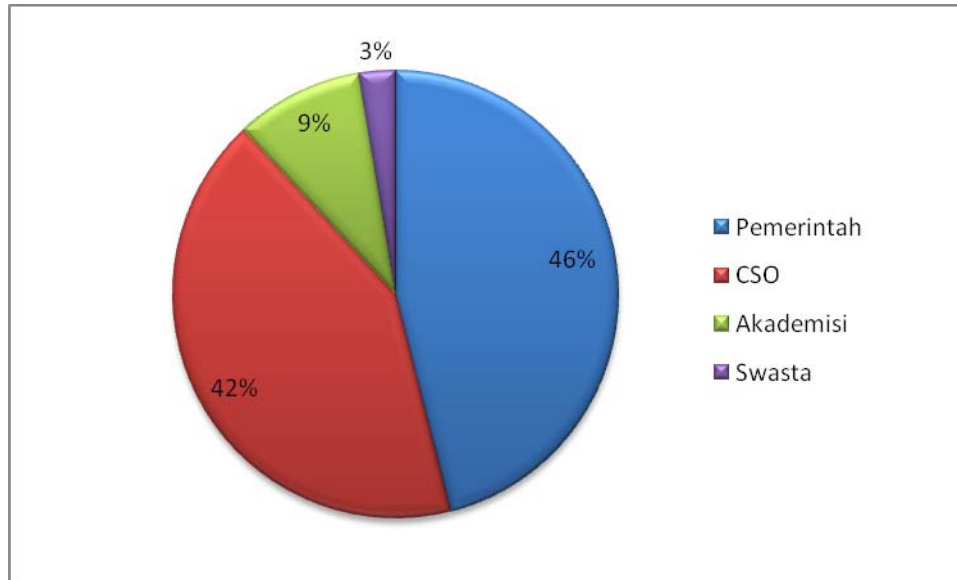
Out of the seven regional consultation exercises, three regions, that is Kalimantan, Papua and Sumatra 2 have carried out the preparedness process assisted by local and international CSOs working in the respective region. Implications of the preparedness process was very noticeable when the regional consultations took place. Participants who followed the preparatory meeting could generally understand the REDD+ issues and could follow the in depth discussions.

1.2. Regional Consultation Process

1.2.1. General overview of the regional consultation process

Overall regional consultation processes were attended by 387 participants in 7 regions (Appendix lists the attendees). Participation ratio of public consultation was well balanced between government representatives (46%) and members of CSOs (42%) (Graph 2). The chart below illustrates that private sector was not adequately represented, as only 3% of the total participants attended the 7 regional consultations .

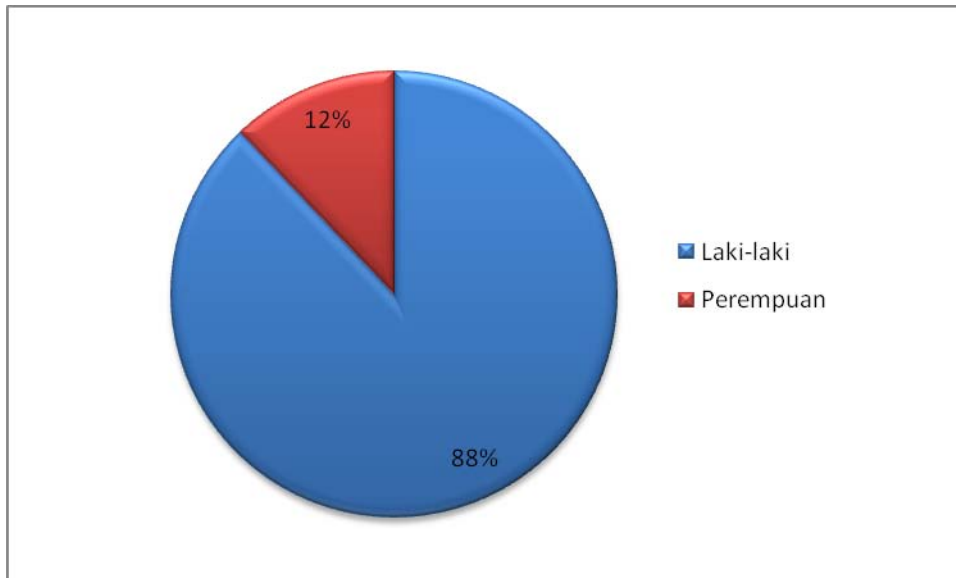
Graph 2. Composition of Participants of Public Consultation in Seven Regions



Of the 163 participants who registered as CSO, 14% were representatives of indigenous peoples, and 1% came from institutions/sectors that focus on women and environmental issues.

When viewed from the perspective of gender equality, regional public consultation participants were dominated by male (88%) compared to female participants (12%), as presented in Graph 3. This shows that women still do not have equal access with men in the policy formulation and decision making processes. This condition seemed to confirm the belief among stakeholders that REDD+ is an issue not related to women's lives.

During the plenary and group discussions in some regions question related to imbalance of composition of male and female participants have generated answers which conflicted the indicator of inclusiveness principle. Some government representatives argued that effort to include women's issues or the importance of representation of women in the public consultation is irrelevant, even could make the issue of REDD+ more widespread and loose focus.

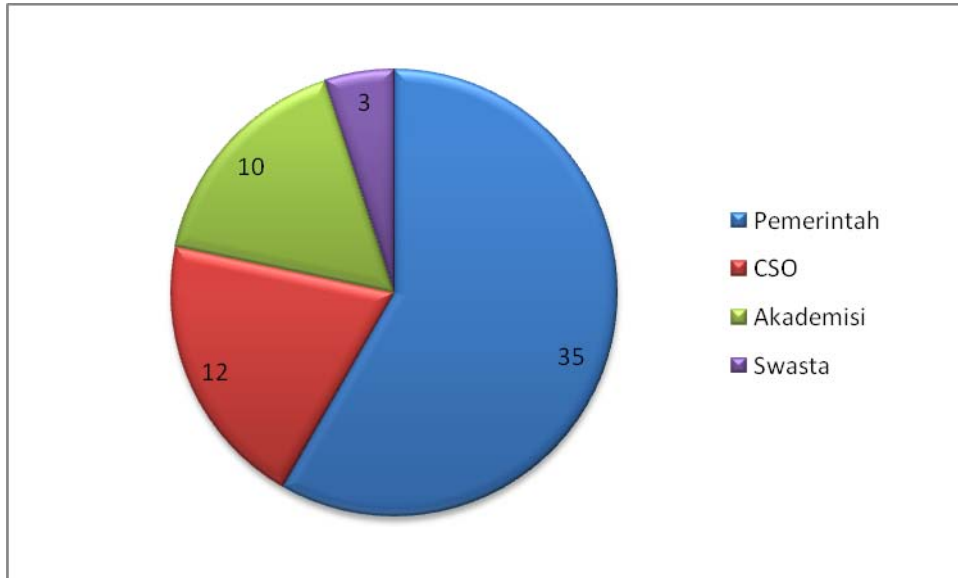
Graph 3. Composition of Participant Based on Gender

1.2.2. Process and Results from Respective Regional Consultations

1.2.2.1 Regional Consultation in Java

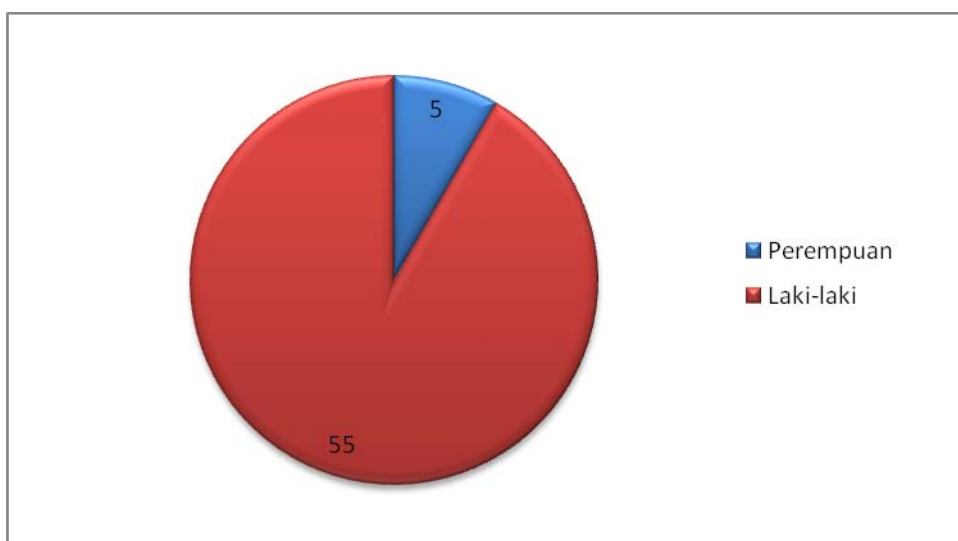
Regional consultations for Java region was held from 30 September to 1 October 2010 in Yogyakarta. Graph. 4 illustrates that government representation was dominating, attended by 35 people or more than 55%. While representatives from non-government were only 25 participants (45%), CSO 12, academics 10, and only 3 private sector participants from a total of 60 participants.

Graph 4. Composition of Consultation Participants in Java Region



With regard to representation based on gender composition, Graph 5 shows that males dominated reaching 90% compared with 10% of female participants. This figure is lower than the percentage of female participants in all public consultations in 7 regions.

Graph 5. Composition of Regional Consultation in Java based on gender



From this graph it can be concluded that women's involvement in the consultation process of the National Strategy for REDD+ in Java region is still at a very minimum. Although the number of women is not the key in determining whether or not there is a discussion on issues of gender justice, however, the consultation process indicated that the limited number of women affected the exposure of the relationship between forestry issues with gender inequality. There was one (and only one) representative of women who had questioned this, but, did not receive any response from the facilitator and other participants.

There are several crucial issues that arose during the public consultation in Java Region, namely:

- a. Condition on the island of Java is no longer showed the tendency of increasing deforestation but the trend of reforestation. This condition has not been described well in the National Strategy.
- b. Lack of efforts to involve stakeholders at the sub-national level in determining REL at every province
- c. REL calculation method has not been included in the National Strategy document
- d. The need for strong legal foundation to facilitate the implementation of the National Strategy for REDD+, as well as institutions for REDD +.

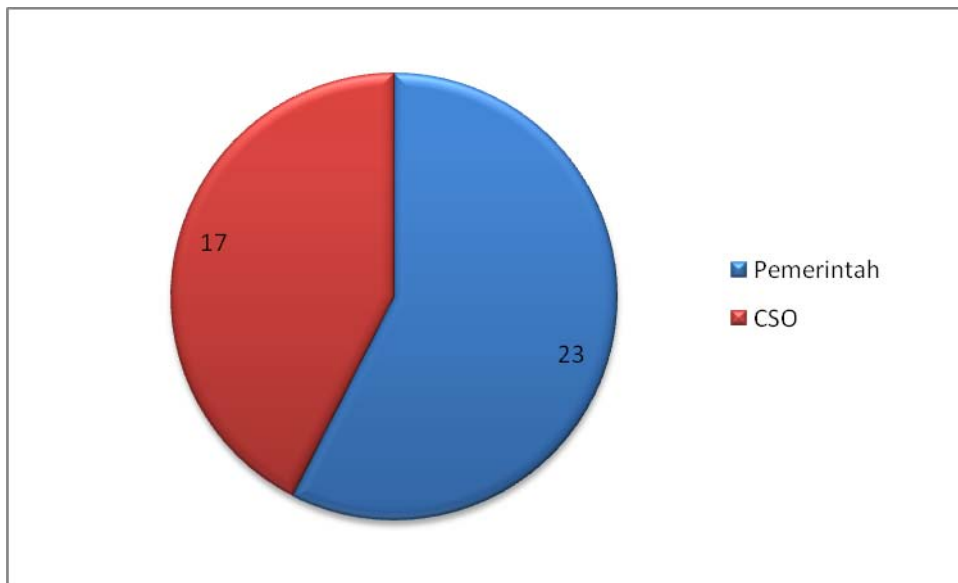
Detailed inputs from stakeholders to the implementation strategies of REDD+, REL, and analysis of deforestation and degradation problems will be attached in the Appendix.

1.2.2.2. Regional Consultation in Mataram and its surroundings

Regional consultation in Nusa Tenggara and its surroundings was held from 7 to 8 October 2010 in Mataram. The venue was attended by 40 participants, consisting of 23 government representatives and 17 of CSOs (see Graph 7). The graphs shows that

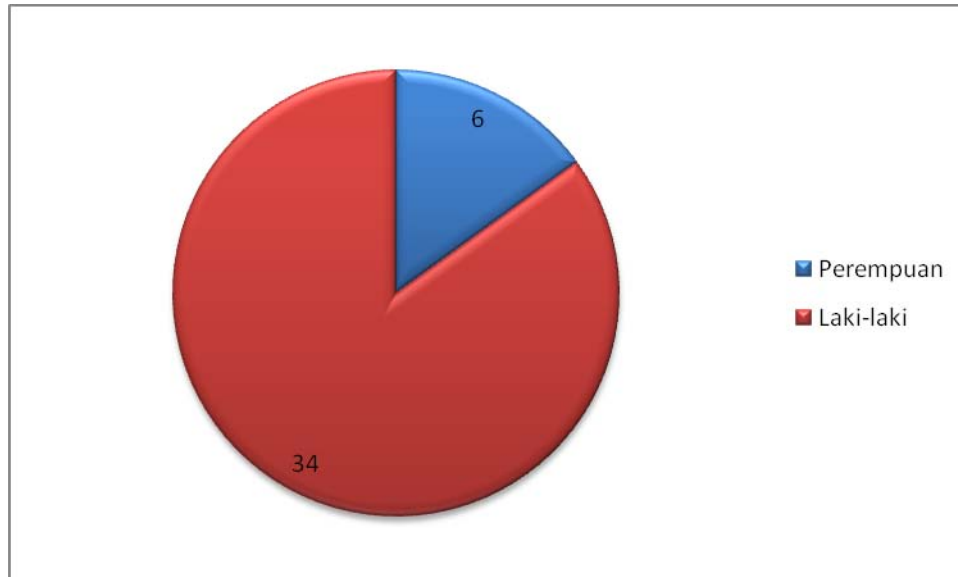
regional consultation in Mataram was only attended by two parties, namely CSO and government, but no academics and private sector.

Graph 7. Composition of Regional Consultation in Mataram



CSOs represented three parties, namely indigenous peoples (12%), women (6%), and NGOs in general (82%). Graph 8 shows participation based on gender. Compared to regional consultations in Java, representation of women in Mataram is higher, reaching 15% (6 persons) of the total consultation participants.

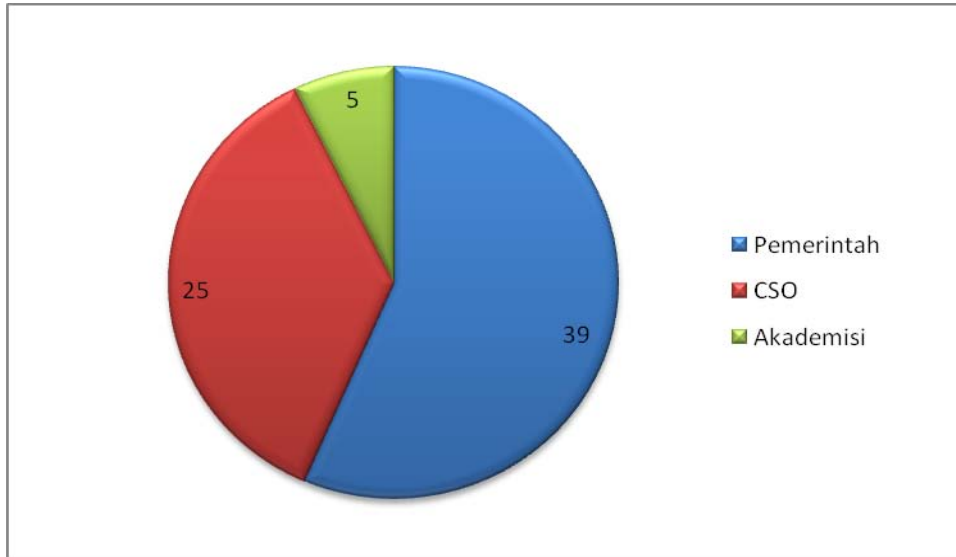
Graph 8. Number of Participants of Regional Consultation in Mataram based on gender



Some crucial issues that arose during the consultation process in Mataram include: right issues of the indigenous community and land tenure. Also, issues on improving capacity of stakeholders at sub-national level to implement REDD+. Inputs obtained from the regional consultation process in Mataram and its surrounding areas will be attached in the Appendix.

1.2.2.3. Regional Consultation in Sumatra I

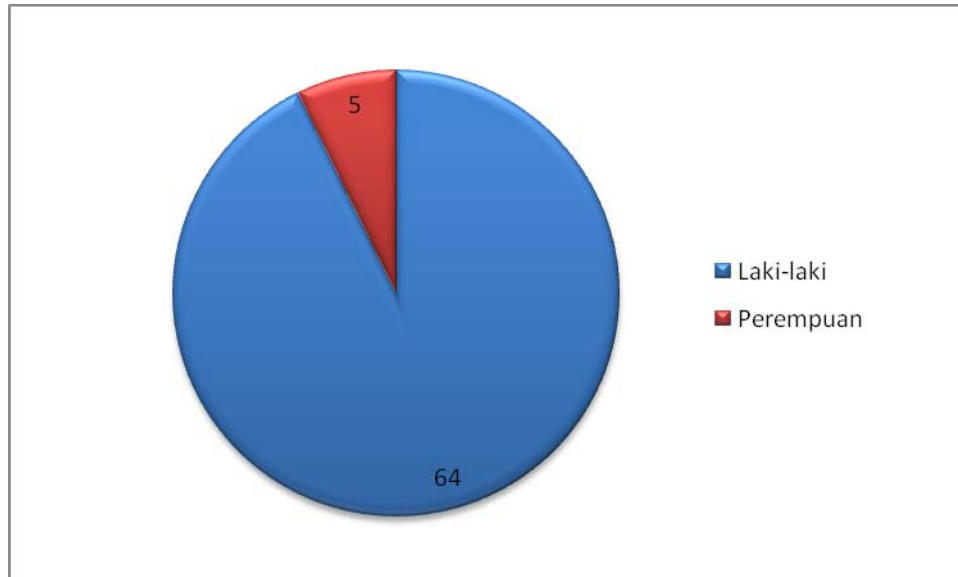
Regional consultations in Sumatra I was held in Banda Aceh from 11 to 12 October 2010. Attended by 69 participants consisting of 39 participants representing government, 25 participants representing CSOs and 5 participants representing academics (see Graph 9).

Graph 9. Number of Participants of Regional Consultation in Sumatra I

The above graph shows that participation is still dominated by government representatives, which reached 57% (39 people) of the total participants. One of the parties who was not represented in this consultation process was the private sector. Nevertheless, the consultation process was dominated by participants representing CSOs, compared to the debate in the regional consultations in Java which was dominated by government representatives.

Similar to other regional consultations, composition of participants by female and male in region of Sumatra I was unbalanced. Graph 10 shows that female participants only reached 7% of the total participants. It indicates that the decision-making process concerning REDD+ in the region of Sumatra I was still identical with the functions and roles of men.

Graph 10. Composition of Participants of Regional Consultation in Sumatra I Based on Gender



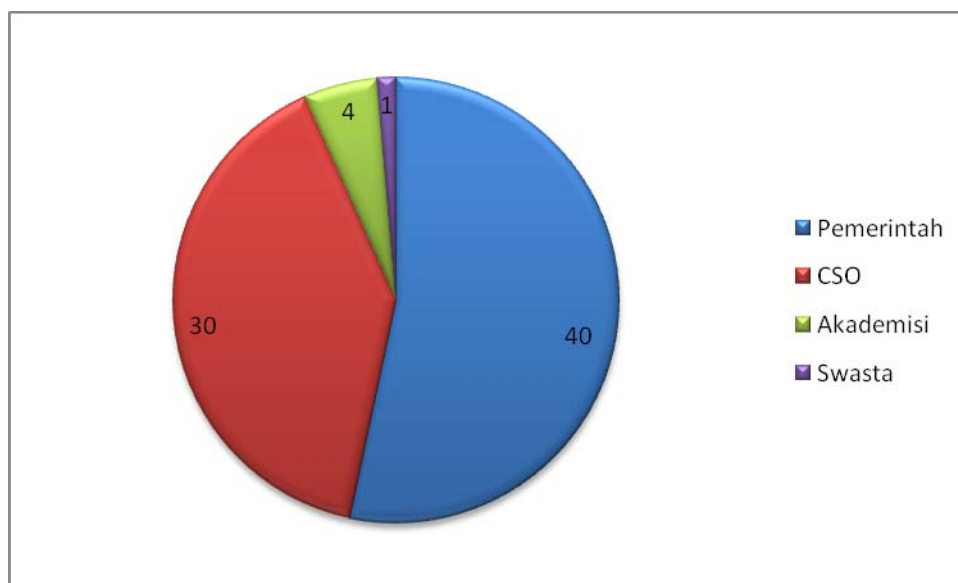
Some crucial issues that emerged during the consultation, among others: the need for post consultation feedback mechanism ; the difference between REL and RL; different definitions of forest and forest areas, and development of draft National Strategy that did not involve stakeholders at the sub-national level. Another crucial issue raised was the issue of the draft National Strategy for REDD+ that considered to have ignored the special status of Naggroe Aceh Darussalam and the REDD+ development initiative that is already underway in Aceh. Detailed inputs and report from the regional consultation process in Sumatra I region will be attached in the Appendix.

1.2.2.4. Regional Consultation in Kalimantan

Regional consultation in Kalimantan was held on 14-15 October 2010 in Palangkaraya, Central Kalimantan. Organizing committee for the event was the

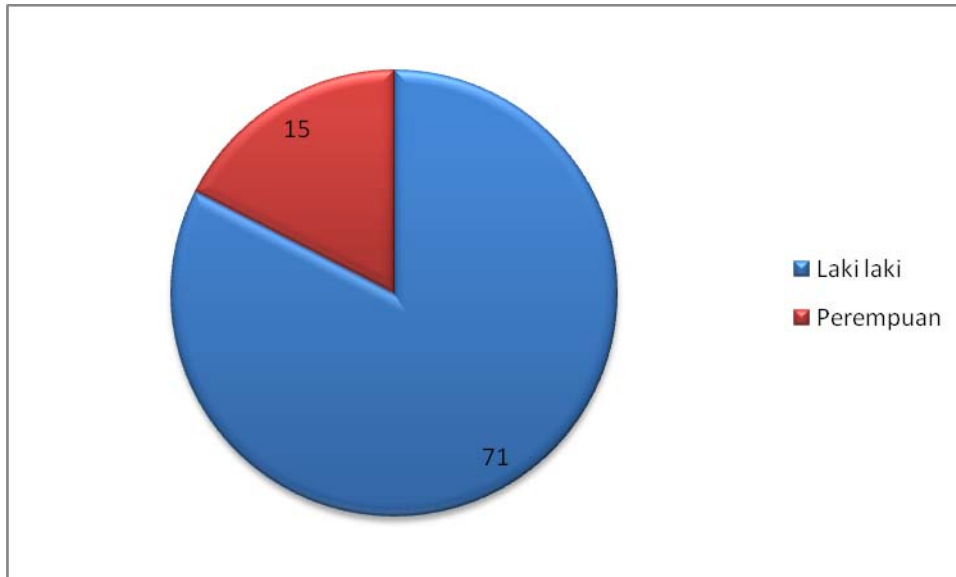
Partnership Indonesia in cooperation with Bappeda of Central Kalimantan. Composition of participation in consultation can be seen in graph 11.

Graph 11. Composition of Participants of Regional Consultation in Kalimantan



Implementation of regional consultation in Kalimantan, were attended by participants with a more balanced composition ratio of CSOs and government representatives . In addition, women's involvement in the consultation process was quite high compared to other regional consultations, although the numbers are still far from the minimum standard of women's involvement in decision-making process (see Graph 12).

Graph 12. Composition of Participants of Regional Consultation in Kalimantan Based on Gender



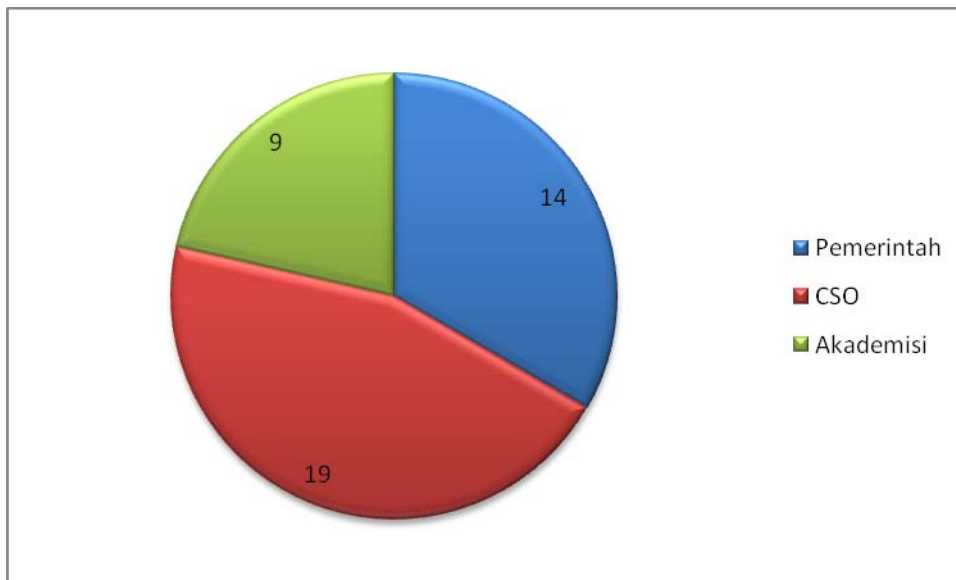
Some crucial issues that arose in the consultation process included feedback mechanism after consultation. Participants expressed their concerns and would like to provide comprehensive inputs in order to make the National Strategy for REDD+ reflecting the actual situation and the interests of justice. However, many participants questioned the clarity of feedback and response mechanisms that have been presented and discussed in the consultation. Some participants asked for assurance that the inputs or their aspirations are accommodated in the National Strategy document, in addition the need for feedback on the status of their inputs. Detailed inputs of the regional consultation in Kalimantan will be attached in the Appendix.

1.2.2.5. Regional Consultation in Sulawesi

Regional consultations in Sulawesi was held in Palu, Central Sulawesi from 14 to 15 October 2010, at the same time as the consultations in Kalimantan region was also

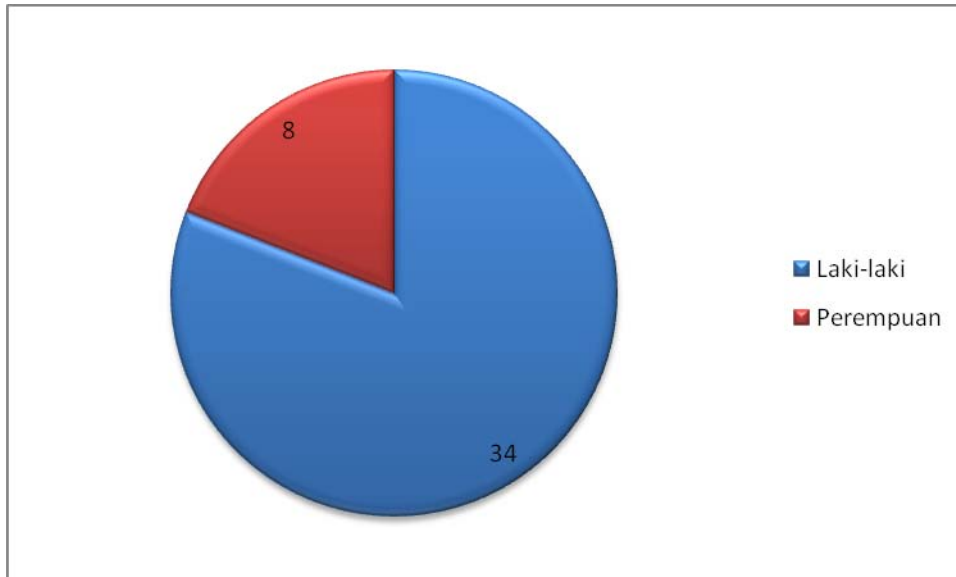
conducted. Composition of participation in the consultation in this area is inversely proportional compared to consultation in other regions. The CSOs dominated with 45% (19 people) as compared to participants from government agencies, with only 33% (14 persons) (see Graph 13).

Graph 13. Composition of Participants in Sulawesi



Involvement of women in regional consultation in Sulawesi was the highest number, 19% of the total participants compared to consultations in other regions (see Graph 14). Female participants were also recorded as the participant with the highest number that used their opportunity to speak than female participants in the public consultations in other regions. It shows that awareness and active role to mainstream gender equality is a product of policy. Detailed inputs obtained from the consultation process is attached in the Appendix.

Graph 14. Composition of Participants of Regional Consultation in Sulawesi based on Gender



The regional consultation in Sulawesi was also one of the public consultations, that was colored with various debates on the REDD+ issues which they considered was a trick of the industrialized countries (Annex 1) to transfer the burden of greenhouse gas emission reduction to the tropical countries. In addition, there were several issues that emerged during the consultation process, among others:

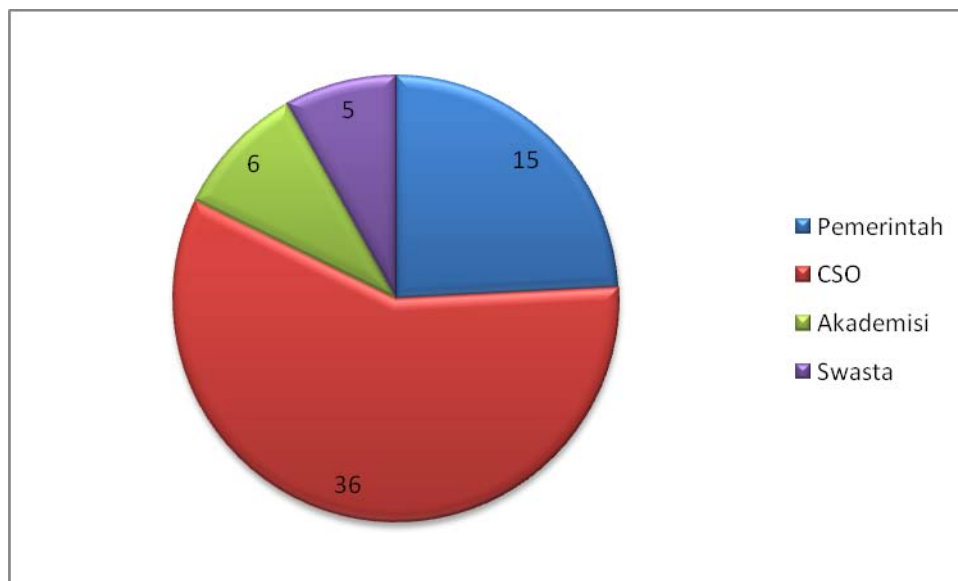
- Lack of perspective and gender equity considerations in the the document of the National Strategy for REDD+ as well as during the public consultation process.
- The substance of National Strategy is weak in analysis towards tenure issues, especially concerning the rights of the indigenous peoples, including recognition of forests as part of customary land and patterns of environmental management/forest resources based on indigenous wisdom.
- There is concern that REDD+ is the government's compromise policy against the interests of industrialized countries.

- Limited and delayed information, which resulted in lack of preparedness of participants to follow the public consultation process
- Issue on definition of forest and forest areas in the National Strategy document that is considered being inconsistent and open for multi-interpretation.

1.2.2.6. Regional Consultation in Papua

Regional consultation in Papua was held from 18 to 19 October 2010 in Sentani, Jayapura. Similar to public consultation in Sulawesi, participation was dominated by the CSOs (see Graph 15). In fact, this dominance exceeded 58% (36 people) of the total participants. Of the total participants from CSOs, 31% were representatives of the indigenous peoples.

Graph 15. Composition of Participants of Regional Consultation in Papua



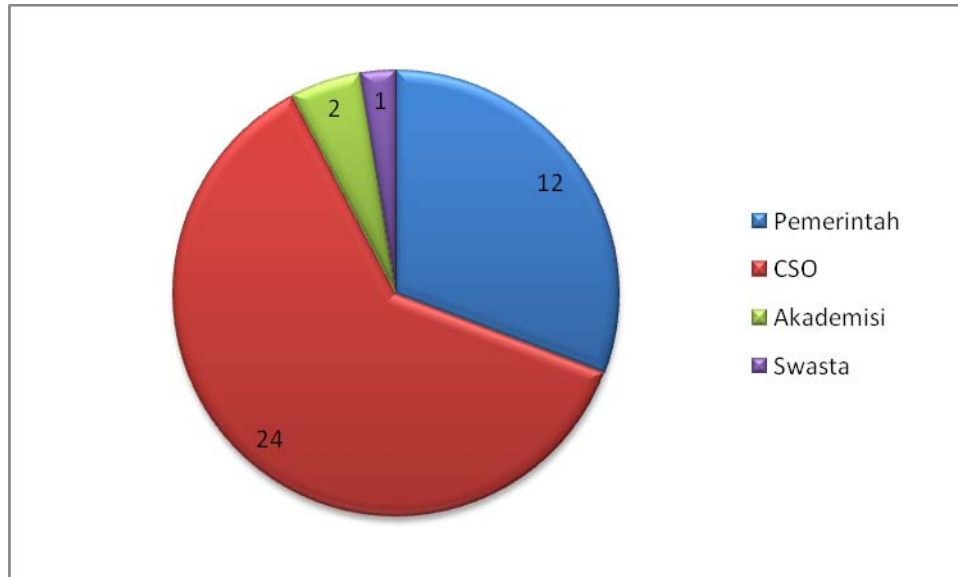
Some crucial issues that arose during the consultation process in Papua concerned the implementation strategy of REDD+ , which was considered not take into account the special autonomy status and socio-cultural diversity of Papua Province. In addition, land tenure issues and the recognition of indigenous peoples rights and cosmological view of Papua in forest management, were critically raised in the consultation process. This issue has led to firm statement from the representative of the indigenous peoples on the importance of completing land tenure issues and the recognition of the indigenous rights as a condition for the successful implementation of REDD+ in Papua.

1.2.2.7. Regional Consultation in Sumatra II

Regional consultation for region Sumatra II was conducted in Jambi from 21 to 22 October 2010. Some crucial issues that arose during the consultation process included the importance of involving the provincial government in identifying factors that influence the calculation of the Reference Emissions Level in every province. Also, issues raised in the public consultation was the strategy for implementing REDD+ that was considered difficult to be undertaken in the province, which consists of islands.

Composition of participants in the Regional Consultation in Sumatra II was dominated by CSOs. Participants reached 61% (24 people) of the total participants, which is the highest percentage compared to all public consultations in the six other regions.

Graph 16. Composition of Participants of Regional Consultation in Sumatra II



1.2.3. Perceptions of Participants to the Substance and Consultation Process

Implementation of regional consultations do not only serve as mechanism of involving stakeholders in policy formulation, but also as an effort to increase knowledge of stakeholders in policy formulation at sub-national level concerning REDD+ in Indonesia. Therefore, it is important to find out how far the process really provided clearer understanding to the participants on a variety of fundamental aspects related to REDD+.

Results of a poll conducted by the UN-REDD from the participants in six regions during the public consultation showed that on average 90% of participants in every region admitted that their understanding on REDD+ has increased after attending the public consultation on REDD+ (see Table 4). Similar opinion was also expressed in interviews conducted by the author to several key figures in all places. They are generally considered the approach of consultation on REDD+ is a few steps ahead

compared with similar activities. One aspect that is considered advanced is the openness in the debate process and willingness of governments to acknowledge and disclose data or information on condition of forests and forest policy that is in disarray. Also, a willingness to make corrections or improvements to the policies.

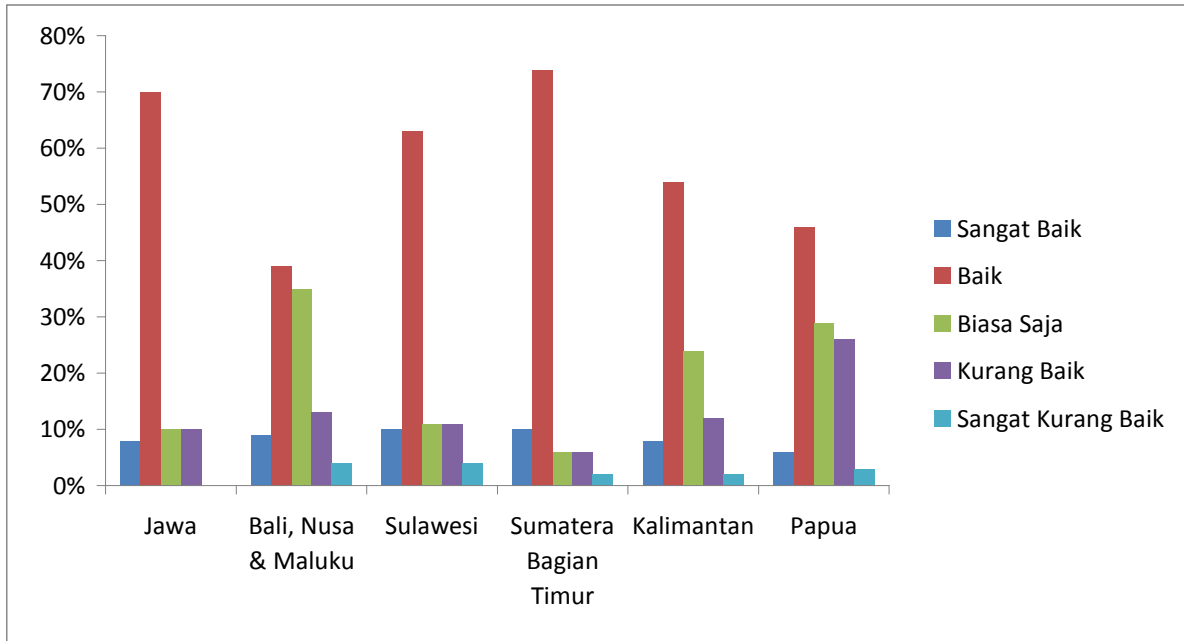
This indicates that the regional consultation provides significant benefits for stakeholders to identify what and how is REDD+. Besides, it is also overcoming the gaps of understanding and the importance of REDD+ for Indonesia's current situation.

Table 4
Opinions from Regional Consultation Participants concerning Knowledge Change After Attending Consultation on the Development of the National Strategy for REDD+

Region	Increased	Not Increased
Java	98%	2%
Bali, Nusa & Maluku	96%	4%
Western part of Sumatra	97%	3%
Sulawesi	98%	2%
Kalimantan	84%	16%
Papua	71%	29%
Eastern part of Sumatra	-	-

Majority of participants argued that public consultation is an effective approach to address various issues and determine the decision or develop the National Strategy for REDD+. Many participants considered that results of public consultation are good. Nevertheless, some of them have different opinions, ranging from excellent to very poor (see Graph 17).

Graph 17
Opinion from Participants concerning Effectiveness of Regional Consultation Process on Development of National Strategy for REDD+

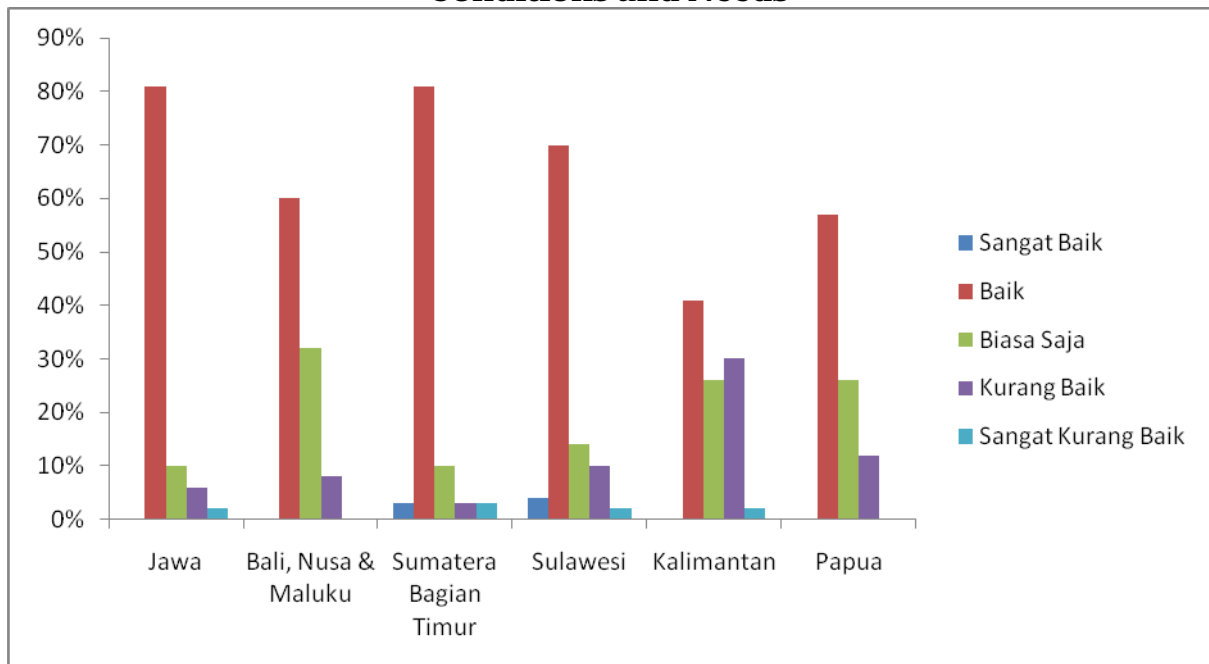


One important aspect that was discussed during the regional consultation was the implementation strategy for REDD+ and its relevance to the needs of respective provinces. Most participants, especially NGOs argued that as a draft strategy, the document of the National Strategy for REDD+ is highly relevant to their needs in their regions. Only few regarded it as not so good or very bad (Graph 18).

This is a very good development and shows that the National Strategy for REDD+ has been developed based on the context of problems that occur in various regions. In addition, the National Strategy for REDD+ has provided a better communication between the government and stakeholders, particularly with the NGOs.

Graph 18

Opinions from Regional Consultation Participants on the relevance of the Content of Draft 1 National Strategy for REDD+ with Local Conditions and Needs



1.2.4. Important Issues in the Regional Consultation Process

▪ **Position of the National Strategy for REDD+ in NAP GHG Scheme and LoI Indonesia - Norway**

The position of REDD+ and its association with the NAP GHG is one of the important points in the discussion. NAP GHG is prepared for Indonesia's political commitment to reduce GHG emissions to 26% in 2020 with self funding sourced from the state budget and 41% with support from external aids. Reduction by 14% from a total of 26% of Indonesian GHG emission reduction targets is expected to come from the forest sector, especially from peatlands.

On many occasions Bappenas stated that the NAP GHG is a legal umbrella for the National Strategy for REDD+. This raised many questions from the participants as it was considered ambiguous and difficult to combine the two. Because NAP GHG is

already functioning as an umbrella for plan of action, while the National Strategy for REDD+, will be actually the umbrella at the strategy level.

In addition, in the context of GHG, the National Strategy for REDD+ is not prepared to simply meet the prerequisites of the LoI RI-Norway. But as the efforts to accelerate the implementation of Indonesia's interests to the realignment of the management of the forestry sector and contribute to the world in reducing GHG emissions from the forestry sector. However, some participants rejected this point of view because they see that the government has a hidden political agenda behind REDD+. The allegation is directed to the forest policies that gives the impression of double standards. On the one hand talking about REDD +, but on the other hand allowing conversion of natural forests for the benefit of large-scale plantations.

▪ **Definition of Forest**

The debate during the regional consultations also put forward a variety of different definitions of forest and forest areas. In the document of National Strategy for REDD+ (draft 0), for example, the definition of the forest is as stipulated in the Forestry Act No. 41/1999. While the definition of deforestation following the definition used by FAO. These differences are considered to possibly lead to complexity in the action plan, moreover, it could lead to mistakes in policy implementation. According to some participants, Indonesia should formulate its own definition of deforestation based on the ecological situation of Indonesia, so the definition and implementation be more in line with the national context.

▪ **Institutions of REDD+**

During discussions in all regions, the themes of institutionalization of REDD+ was always one of the dialogues. However, there is no party who can formulate it more clearly. The Writing Team of the National Strategy has not formulated it since discussion on the issue is conducted by another team coordinated by the UKP4. The debate on the issue is very difficult because all of the people is associated with the formulation of the existing National Strategy. Nevertheless, some participants suggested the need of a new institution, and some proposed an ad-hoc institutional

arrangement. In fact, there was a suggestion to formulate the function and its main task, then to attach it to some current institutions, such as the Ministry of Forestry and the Ministry of Environment.

Some participants were also questioning why the current formulation of the National Strategy for REDD+ is coordinated by the UKP4, a presidential unit with limited duties and authority. While the substance of the duties and authorities will be arranged through REDD+ approach but there are many aspects that are related to the mandate of legislations.

This question is advanced because many of the public consultation participants did not see the active involvement of the Ministry of Environment, Ministry of Energy and Mineral Resources, Ministry of Agriculture, and Ministry of Maritime Affairs and Fisheries. There were even opinions of resource persons who considered the process is contradicting with the principles of inclusiveness and institutionality.

▪ **Gender Justice**

The composition of participants is still dominated by male, so the role of women in the consultation process is very limited. This is evident not only from the composition of female and male participants, but also during the process of delivering the opinions, female participants tend to be passive and talk less than male participants.

With regard to substance of the National Strategy for REDD+, a number of participants expressed their strong criticism of the problem analysis because it was using the fish bone method where there was no gender analysis at all. Especially in view of inequality relation between degradation and deforestation with the rights, interests, and the existence of the lives of women in indigenous communities and other communities living in and outside the forest area. Consequently, gender inequality in the pattern of control of forest resources or sources of the common life associated with the forests, does not appear in the strategic framework. For some women, the National Strategy for REDD+ with such format and substance would

only lead to continuity of gender inequality in forest management in various regions in Indonesia.

- **Rights of Indigenous People**

For some participants, the substance of the draft National Strategy and its discussion has addressed the issues of indigenous peoples but have not confirmed the effort of recognition and protection of the rights of the indigenous peoples. Even land tenure issues in the document adopted by the National Strategy is considered to simplify indigenous peoples rights into solely as a right on the land only. Whereas for some participants and resource persons, the issue is related to the recognition and guarantee of rights to land or territory management; rights to protection of ecosystems protection in which their aspects of socio-cultural-anthropologic are grown and maintained; and the right of sovereignty to develop local wisdom models of environmental management/diverse natural resources.

- **Carbon Trade**

Some of NGOs are very skeptical regarding REDD + because in their opinion this approach is globally unfair. In the sense that behind the steps that are being prepared by the government, inserted are the interests of the industrialized countries to: (1) shift the burden of responsibility on reducing global GHG emissions to the tropical countries, (2) carbon trading interests are identical with incentives for the ability to maintain forest, and (3) there were efforts to maintain the policy of land conversion for oil palm plantations and other industrial plantations on the grounds that oil palm and timber plantations can also reduce GHG emissions.

1.2.5. Analysis of Regional Consultation Processes

1.2.5.1. *Fulfilling Inclusiveness Principles*

In terms of preparation of participants, the regional consultations were able to bring together the policy actors and other stakeholders concerned, including the vulnerable groups, such as indigenous peoples; communities living in or in the surrounding of forests; and women's groups. Although admittedly there are a lot of criticisms that

came out of the process of preparation of participants who considered it as being rushed and could not reach all stakeholders.

Another step forward in preparation of the participants is the effort by Bappenas, the UN-REDD as well as Partnership Indonesia for conducting initial meetings. In the three regional areas of Papua, Kalimantan and Sumatra II, pre consultation meetings were undertaken to discuss the needs for preparation of participants, including providing information to assist stakeholders who have limited understanding on the REDD+ issues.

However, it must be admitted that the excellent effort turned out to be not much of a help because the time gap in the process of selecting participants to the implementation of the regional consultation was too short. Some of the important phases for public consultation have to be skipped. This directly or indirectly have reduced the meaning of the fourth principle of inclusiveness in developing the National Strategy for REDD+.

In addition, the process in formulating the initial framework of the National Strategy was exclusively developed internally within the Steering Committee, which has invited criticism from government officials and CSOs in different regions. Many felt not being consulted before the draft National Strategy was prepared. Some representatives of stakeholders in Banda Aceh, Palangkaraya, Jambi, Palu and Papua were even resistant because they were manipulated as means of legitimacy to the draft 1 of National Strategy, which version have been prepared in advance without considering the situation and the interests of many parties at sub-national level.

Another downside is the lack of basic information that can help participants to understand the issues of REDD+ which is full of scientific terms, which is complex and not easy to be understood by some parties. Based on the results of the interviews with several participants in the regional consultations, many participants admitted that they do not understand the technical side of REDD+, and therefore, they cannot follow the debate well. Some female participants chose to keep quiet because of

embarrassment or reluctance to ask. Such situations may possibly marginalize certain parties during the discussion and public consultation processes.

1.2.5.2. Fulfilling Transparency Principle

Regional Consultations are processes that attracted the attention of many parties. One of its attractions of the discussion is the openness in debating sensitive issues, especially concerning the shortcomings or weaknesses of the past government policies in forestry and management of environment and natural resources. Some participants, even, admitted that the process has marked the emergence of the willingness of stakeholders to meet and discuss strategy together. Some also considered that the discussion process of REDD+ formulation has opened up new hope for multi-stakeholder approach, which is more transparent.

However, fulfilling of the transparency principle is still marred by lack of access for consultation participants to the draft National Strategy for REDD+. The draft National Strategy for REDD+ has only been distributed during the consultation, reducing the ability of most participants to follow the consultation process. Moreover, there was no explanation on technical terms and phrases that were difficult to understand by the participants who were not familiar with foreign and scientific terminologies.

This weakness in fact has been anticipated by the Organizing Team by providing opportunities for consultation participants to give inputs in writing via email to Bappenas or the Writing Team. UN-REDD itself took the initiative to strengthen the implementation of the transparency principle through up-dating their website every progress of the development of the National Strategy for REDD+. However, not many participants have access to the internet and used this chance until the National Strategy document was submitted to the UKP4 on 17 November 2010.

Other weakness is that there was no response (feedback mechanism) to the status of stakeholders' inputs that have been delivered verbally during the public

consultations or in writing. Besides, there is no explanation or information on the changes of the substance of the document of the National Strategy for REDD+ from time to time.

1.2.5.3. Fulfilling Credibility Principle

Since the beginning, credibility of the development of the National Strategy for REDD+ was determined by the working team (steering, executive and author teams), which consists of well experienced experts from government, CSOs and academics. Also as a result the processes are coordinated by a credible institution, and are more open than other similar processes.

However, during and post regional consultations, credibility of the development of the National Strategy created a lot of questions. First, the experts from the government who are members of the Steering Committee and Implementation Team are only one or two who attended the public consultations, and even was absent together from the meetings. This generated problem when many participants questioned the government's position on certain issues or even some questioned the seriousness of the government in implementing the National Strategy for REDD+. The Writing Team obviously had difficulties to answer since it was not their authority. While the government officials present during the meetings had no competence and authority to provide sufficient explanation. As a result participants became in doubt and considered this process was not credible.

Second, feedback mechanism was not established to accommodate all inputs from the processes of regional consultations and written feedback from the institutions of CSOs and government sectors. The Writers could only promise that the inputs and criticisms raised during the consultation meetings in seven regions will be submitted to the government and the results will be communicated back to all parties. Many participants appreciated the efforts by the Writers, however, in contrary they doubted the government's willingness to provide feedback to the participants.

1.2.5.4. Fulfilling Institutional Principle

The institutionalization process still remains as one of the weak points in the implementation of the basic principles in the formulation of the National Principles for REDD+. This can be seen from the changes in the basic structure in the writing of the National Strategy and in the substance that governs institutionalization of REDD+ in the future. One of the complexities encountered during the process was the strong differences of opinion among the elite bureaucracy in determining what kind of institutionalization should be for REDD+ in the future.

2. Expert Consultation at National Level

2.1. Processes and Results

Process of national consultation with experts is a stage that aims to confirm and gather additional inputs on the draft document that has been discussed during the regional consultations. Expert consultation was attended by the Steering Committee, Implementation and Writing Teams, and some experts such as Daniel Murdiyarso (CIFOR), Rizaldi Boer and Hariadi Kartodihardjo (IPB). The expert consultation meeting was held in Bali on 1 - 2 November 2010.

In this process a few criticisms emerged of the draft 1 of the National Strategy, particularly on the writing structure that did not reflect a clear coherence between the problem analysis (the fishbone analysis) with the offered strategy framework. Also criticisms included theoretical assumptions and data used in setting the REL. In addition, there were some important issues that were considered necessary to get more serious attention, both in formulating the national strategies and later in RAN documents, namely:

- Draft 1, which was considered less systematic, less comprehensive and coherent and did not describe: (1) sense of urgency and priority, (2) definition of deforestation and degradation based on the situation and experience of

Indonesia, (3) continuity with the design of institutional and funding that being formulated by other task forces, and (4) relationship between economic and environmental sustainability

- How to link the REDD+ with national policies on climate change mitigation (NAP-GHG), including the need for legal clarity for REDD+ to avoid further confusion and uncertainty in the implementation at local level
- The institutional setup of REDD+ is unclear in the future: (1) whether to be attached to existing institutions, (2) whether there will be a transitional institution, which will be transformed into an independent institution, (3) how to do with the presence of the Task Force that is coordinated by the UKP4.
- Results of regional consultations is feared not correspond with the results and process of the development of the National Strategy as well as with the schemes which have been agreed by the government at the international level
- The governance issue that is characterised by: (1) determining area designation that has not been well arranged, (2) licensing politics that are still influenced by corruption, collusion, nepotism and considerations that ignore ecological concerns, (3) capacity and distribution of resources of the Ministry of Forestry are not in accordance with handling of forestry problems.
- Strong tendency of policies that are contrary to the mission and purposes of REDD+, such as the 18 proposals regarding RTRW from 18 provinces which are demanding changes in spatial planning converting 15.87 million hectares of forest area for a variety of non-forestry purposes.
- Unclear what is referred to as "independent monitoring agencies" in the LoI between the government of Indonesia-Norway
- Required national-level political decisions concerning historical deforestation/degradation and historical emission, including determination of REL at sub-national level that is difficult to accomplish using the historical emission approach

- Difficulties in encouraging the indigenous peoples to develop demonstration activity because many indigenous forest entities are not recognized by the government (big potential but difficult for conducting MRV)

2.2. Analysis of the Expert Consultation Process

The result of the consultations with experts at the national level showed clearly how the real challenges faced in relation to degradation and deforestation in Indonesia. In this context, some experts see that REDD+ is actually a process of continuum of efforts to organize the various policies that have been discussed since the reform era. The radical view that emerged is the importance to look back at what and how the historical aspects of degradation and deforestation can be used as foothold to determine the REL. In addition, handling emission reduction would require political measures, particularly to stop forest conversion for various purposes.

3. Expert Consultation at International Level

3.1. Processes and Results

One of the stages of the multi-stakeholders consultation processes was the session with international experts who have understanding and knowledge of REDD+. The involved experts included representatives of international NGOs, donor agencies, embassies of countries concerned with the implementation of REDD+ in Indonesia, and representatives from intergovernmental bodies such as UNEP, UNDP, UNODC, and the UN-REDD. The consultation with international expert was held in Bali on 3 November 2010.

The process of consultation with experts started with a welcome speech delivered by the Deputy of Bappenas for Natural Resources. This was followed by a speech from the UKP4 that discussed the tasks and mandate of the Task Force REDD+. The UKP4 also discussed the position of the LoI in the process of developing the National Strategy for REDD+ and asserted that the LoI is only an accelerator that speeds the

process of preparing the National Strategy. Following the speeches, the process continued with the presentation of the draft National Strategy for REDD+ still using the draft version of 23 September.

3.2. Inputs from Stakeholders

The consultation process was followed by listening to feedback and responses from six institutions that have formally been requested to provide responses to the draft National Strategy. The following is a review of inputs from the six international agencies:

3.2.1. The Nature Conservancy (TNC)

TNC underlined the importance of clarity on who is authorized to issue and allocate land use permits. It is very important for the implementation of REDD+ because REDD+ can only be done when there is a clear allocation of land and spatial planning. In addition, TNC also encouraged Indonesia to follow example of the process that has been adopted by Australia in managing its forests at the sub-national level. TNC also stressed the importance of clarity of plans and strategies of Indonesia in achieving its target of 26% and 41% reduction of GHG emissions.

Moreover, TNC explained that there have to be a clear strategy from Indonesia to manage the demonstration activities and priorities for the implementation of REDD+ by emphasizing the important role of stakeholders at province and district levels. As the conclusion, TNC explained that the successful implementation of REDD+ in Indonesia is highly dependent on good management processes and coordination among sector ministries and the importance of investment to build a better learning process.

3.2.2. GTZ, AFD-CIRAD, UNDP

GTZ, AFD-CIRAD and UNDP worked together to form a joint team and presented inputs for the development of the National Strategy for REDD+, which among others

included scope of REDD+ and its association with the NAP GHG. Clarity of REDD+ position with its association with NAP GHG will determine the funding strategy of NAP GHG, which is currently managed by ICCTF. In addition, emphasizing the importance of clarity of the position of REDD+ in NAP GHG, the joint team also questioned the definition of forest and other work definitions that was used in the National Strategy for REDD+. The issue of forest definition is very strategic in the National Strategy for REDD+ as this will indicate the scope of the implementation of REDD+, whether only within the scope of natural forest or also includes plantation forest.

Similar to TNC, the joint team also highlighted the importance of making priority pilot areas and the prioritization of the target of the National Strategy for REDD+ in short, medium and long terms. Developing gap analysis by analyzing the gap between MoF Strategic Plan with the National Strategy for REDD+ and identify incentives for land-based economic development and the impacts of the National Strategy implementation for other sectors. The last issue delivered by the joint team was the need for harmonizing the National Strategy for REDD+ with the NAP GHG by filling the gaps of working areas that are not covered by the REDD+ with the NAP GHG.

3.2.3. ICRAF

The third response came from ICRAF that started with criticism towards the objective of developing the National Strategy for REDD+. ICRAF also suggested that discussion on deforestation has to be divided into planned and unplanned deforestation, and, categorization into legal, semi-legal, and illegal deforestation. Categorization is important because each category will require its own strategy and has cost implications and risks, respectively. In addition, ICRAF reminded the importance of considering the ecosystem services (environmental services) and development of sources of livelihood and development of indicators for the achievement of these issues in addition to the achievement of GHG emission reduction targets. In other words, monitoring the implementation of REDD+ should

include the monitoring of the development of livelihoods and environmental services.

3.3. Analysis on Expert Consultation Process

There were not many strategic aspects that were raised during consultations with the international experts. With the exception of critical questions towards readiness and seriousness of the government, and the remaining questions were asking for clarifications. Inputs received from the consultation process with experts at the international level are then processed for the improvement of the draft National Strategy .

4. National Consultation Meeting on the National Startegy for REDD+

National consultation meeting was held on 10 November 2010 at the Bappenas conference room. The consultation lasted for a half day and was attended by representatives from CSOs, organizations that focus on indigenous peoples, academics, government, and local stakeholders consisting of representatives from Bappeda, the facilitator coordinator involved in the regional consultations, and local CSOs. Broadly speaking, the national consultation process can be viewed from two aspects: the process dynamics and crucial issues that emerged during the consultations.

4.1. Processes and Results

Pre-consultation process consisted of technical preparation and selection of consultation participants. The participant selection process conducted consultations with the local representation and multi stakeholders. To maintain the continuity of the process of delivering information about the progress of preparing the National Startegy for REDD+, representatives from the regions invited to the national consultation is the coordinator of facilitators involved in coordinating the facilitation process of the FGD at regional consultations. In addition to the facilitator coordinator, others invited were the representatives of Bappeda and CSOs.

The consultation process was opened with a welcome speech delivered by the Deputy Minister for National Development Planning Agency that conveyed some basic ideas as follow:

- The importance of REDD+ for the purpose of green economic development of Indonesia and the Indonesian strategy in reducing GHG emissions
- Implementation of REDD + provides opportunities in restructuring the management of natural resources and environmental aspects of life in accordance with sustainable development principles. REDD+ also gives opportunities to undertake the application of low carbon emission production processes and sustainability.
- REDD+ gives benefits through increasing the readiness of Indonesia in the implementation of commitments to reduce GHG emissions through REDD +. REDD+ also supports the government's commitment to reduce GHG emissions by 26% and 41% in 2020. And improve the welfare of the society.
- The position of the National Strategy for REDD+ is part of the NAP GHG and part of the National Forestry Plan (RKTN) 2011 to 2030. The National Startegy for REDD+ is also part of RPJMN 2010 to 2014 and RPJPN 2005 to 2025.
- The function of the National Strategy for REDD+ in the short term is the foundation for the establishment of infrastructure for REDD+ and formulation of RAN REDD+ and RAD REDD+. The National Strategy for REDD+ also serves to response the prerequisite stated in the LoI. In the medium term the National Startegy for REDD+ is a comprehensive change to the governance of land-based development sectors, such as forestry, agriculture and mining. For long-term the National Strategy for REDD+ may be one basis for the establishment of green economics in Indonesia.
- The process of developing the National Strategy for REDD+ has been through gradual consultation processes at regional (sub-national) and national. This

process also involved actors and stakeholders from a various related sectors. Participation of national and international experts in various fields.

- There are 5 main strategies included in the National Strategy for REDD+, namely: 1) Completion of planning and balanced space utilization; 2) Increased supervision and monitoring of REDD +; 3) Increasing effectiveness of forest management; 4) involvement and participation of stakeholders in reducing GHG emissions; 5) Improving and strengthening the legal basis for forest management.

The second speech was delivered by the Secretary General of the Ministry of Forestry concerning the strategy that will be undertaken by the MoF to implement REDD + in Indonesia. Some of the main ideas contained in his presentation were:

- The Government of Indonesia has committed to reduce emissions with 26% by self-financing and 41% with foreign aids in the year of 2020. On the other hand, Indonesia has set its economic growth target of 7%. The two issues are paradox that must be managed with the following approaches:
 1. Democracy is getting better
 2. Political reform, economy which is going well
 3. Collective awareness of climate change increased
 4. Bureaucratic reform is being done
- The forestry sector is the cheapest option for reducing GHG emissions. On the other hand the forestry sector's contribution to the GDP has been increased since 2001.
- The National Strategy for REDD+ is basically to manage the paradox between emission reductions through REDD+ and economic growth in order to create jobs and alleviate poverty as derived in the RPJM 2010-2014. Presentation materials are presented in the Attachments.

The third welcome speech delivered by the Deputy IV UKP4 who conveyed some lessons learned from Brazil which may be followed by Indonesia. Some lessons

learned from Brazil includes the success of Brazil in proofing that reduction of deforestation rates are not linear with decrease of economic growth rate. The lesson could encourage Indonesia to target the same achievement. In addition to success stories of Brazil in maintaining its economic growth and at the same time reducing deforestation rate, the Deputy IV UKP4 explained further about the latest technology for monitoring deforestation which is owned by Brazil. Another important point emphasized by the Deputy IV UKP4 was how to manage and synergize the REDD+ strategy delivered by Bappenas and the strategy presented by the MoF.

Following the speeches, the venue continued with presentation of the latest version of the national strategy that has been revised based on inputs from regional consultations, consultation with national and international experts, and inputs received in writing. The last agenda was the question and answer session.

4.2. Analysis of the National Consultation Process

One of the crucial issues that arose during the consultation process was the criticism from participants with regard to the draft National Strategy for REDD+ prior to this venue, so that participants did not have sufficient information material to conduct consultations.

5. Written input from stakeholders

In addition to the steps that are described on the chart of the process stages in preparing the National Strategy for REDD+, there were written inputs provided by stakeholders. The following is a brief summary of these inputs.

5.1. Inputs from UNODC

UNODC noticed that tackling illegal logging is a major interest in climate change mitigation efforts through REDD. This process can be achieved when the National Strategy adopts a holistic approach to forest crime by focusing on five different solutions, such as (1) anti-corruption and anti-money laundering efforts, (2)

strengthening the legal environment through legal reform, (3) training of forestry officers, police, prosecutors and court officers, (4) initiatives to secure community involvement, and (5) development of international cooperation.

5.2. Inputs from AMAN

AMAN considered that the development of REDD+ is determined by the law reform process. In such context, AMAN proposed that the National Strategy for REDD+ contribute to and encourage to PROLEGNAS 2010-2014 agenda which is related to the Bill on the Recognition and Protection of the Rights of Indigenous Peoples and the Draft on the revision of the Forestry Act No. 41/1999 to be prioritized for discussion in the upcoming Parliament meeting in 2011. In the context of REDD +, AMAN proposed that legal reform process is expected to lead to:

- Development of national mechanisms to identify and perform data collection for the existence of indigenous peoples.
- Establishment of Indigenous Territory Registration Board (BRWA).
- The National Strategy for REDD+ is to encourage: (1) cooperation with indigenous communities to independently implement the REDD+ scheme, (2) provision of instrument of protection and empowerment for indigenous peoples, (3) application of the FPIC principle at all levels, and (4) providing of resources for indigenous peoples to participate.

5.3. Inputs from CIFOR

In general the draft 1 of the National Strategy has not set a clear position with the *National Development Planning: Indonesia Responses to Climate Change*, which mentions six priority projects in the forestry sector. The document also does not explain the funding sources the Indonesian government is designing for implementing the National Action Plan for REDD+, moreover, it does not show clearly how this document could serve as guidelines for provincial and district governments. In general, CIFOR gives criticism and inputs that is conceptual,

elementary and comprehensive to the substance and structure of the draft National Strategy for REDD+ (can be seen more clearly in the appendix).

5.4. Inputs from Burung Indonesia

Burung Indonesia agreed that the restoration of the ecosystem needs to be part of the strategy reform in the management of natural production forests in Indonesia in the context of REDD+. Restoration is considered important because until now there have been many gaps in the ecosystem management, as can be seen in different regions of Sumatra. Restoration of ecosystem is an important effort to achieve three matters at once, namely: (1) proving that natural production forest management may bring sustainable economic benefits, (2) to rescue important biodiversity in Indonesia that happen to get attention from the world today and also contribute to (3) adaptation/mitigation of climate change.

5.5. Inputs from Civil Society Network (Huma /Jakarta, Lembaga Bela Banua Talino / Pontianak, Community Alliance for Pulp and Paper Advocacy / Jambi, Down To Earth / Bogor, Bank Information Center / Jakarta).

Civil Society Network appreciates the mapping of the four causes of deforestation, namely: (1) lack of spatial planning, (2) tenure, (3) ineffective forest management unit, (4) weak basic law enforcement. However, this problem has not illustrated a direct connection between tenurial problems with deforestation and forest degradation.

In the reform strategy of land-based sector development measures to reform at land use level are described. However, there is no strategy on how to solve the differences of issue between the public claims with their customary law and the government/company using the state law. With such conditions, it is considered important to include complaints mechanisms as institutional efforts to address and resolve complaints or objections of other party or parties affected by the project or REDD+ policies.

5.6. Inputs from the Ministry of Forestry

The Ministry of Forestry puts the National Strategy for REDD+ as an effort to manage the paradox between emission reductions through REDD+ and economic growth in order to create jobs and alleviate poverty (as derived from RPJM 2010-2014). Therefore, the Ministry of Forestry proposes that the strategy to reduce GHG emissions is done by the approach:

- Strategy to permanently reduce (avoid) deforestation from forest conversion into non forest uses, which will be carried out through providing land for oil palm plantations in areas assigned for other purposes and HPK, which had been damaged and is not on peatlands. By providing an area for oil palm plantation on average of 300-500 thousand ha per year, for example, will contribute to emission reduction by 28.8 million Mt CO₂e/year or 288 million Mt in 2020 with an average cost of U.S. \$ 0.40/ton.
- Strategy to reduce forest degradation through application of sustainable forest management (SFM) principles. Through imposing environmentally friendly logging by the license holders of IUPHHK-HA (HPH), IUPHHK-HTI, HTR, HR, which will reduce CO₂ emissions around 16.5 Mt CO₂e in 2020.
- Strategy to maintain carbon stocks through: (1) forest conservation, (2) planting and reforestation, and (3) through peatlands rehabilitation.
- Strategy on sustainable economic development taking into consideration that during the last 10 years, 30% of the development expenditures was dominated by agriculture, forestry, and mining (in this context the reduction of emissions within the framework of the National Strategy for REDD+ must also consider the economic balance).

4.7. Inputs from UNESCO

Inputs from UNESCO consists of two major parts, general and specific inputs. General input consists of three points, such as: (1) draft of the National Strategy for

REDD+ is quite comprehensive and covers all issues and problems, (2) draft of the National Strategy for REDD+ is a national policy document, but this policy document will get great benefit if inserted into global context and reflection of global initiatives on REDD + that occurred, and (3) implementation of draft the National Strategy for REDD + needs to be supported by a developed science, technology and innovation.

While the specific input consists of eleven points as follows:

- Increased capacity to address issues of weak government capacity as well as of stakeholders who are related to the implementation of REDD+.
- The need to elaborate further the decentralization issues in the draft National Strategy for REDD+.
- Strengthening the agriculture and mining sectors with the concept of a green economy that was developed by the United Nations .
- UNESCO can contribute through the development of its scientific knowledge to develop the MRV system.
- Campaign and education to increase public support
- UNESCO recommends the location of pilot areas for REDD + in areas which are covered by the cultural heritage and ecosystems that are protected by UNESCO.
- Assurance of rights and access for indigenous peoples who live in and around the forests.
- Development of a monitoring system that includes monitoring of deforestation and forest degradation.
- Importance of rehabilitation and reforestation processes of degraded forests.
- Public education sector for sustainable development has not been mentioned in the draft National Strategy for REDD+ .

- Partnership initiative between countries which are implementing pilot REDD+.

***CHAPTER V ~ COMPLETING FINAL DRAFT OF
NATIONAL STRATEGY FOR REDD+***

1. Revision of Final Draft

After the regional consultations, some developments have occurred. The regional facilitator team has prepared a full report of the results of the consultation process, and presented it during the meeting in Bogor on 25 October 2010. In the meeting, also attended by several experts from the Ministry of Forestry and other experts who provided advice on the institutional form and implementation of REDD+ as well as issues on FPIC in the National Strategy. Organizers also invited a number of journalists to discuss publication of the National Strategy for REDD+, but no journalist could make it.

In addition to discussing the report of facilitators, the meeting was actually expected to produce inputs for the Writing Team to make adjustments or synchronize the draft National Strategy together with the institutional development plans and funding mechanisms that are being discussed by other teams. However, the discussion of these two matters were not well prepared because of limited information about the results of the discussion in the Task Force of UKP4 which prepared the document.

Reports of regional facilitators and the various inputs from the regional consultations and written inputs were processed by the writers and became an input in the revision of draft National Strategy for REDD+. At this stage the Writing Team highlighted three main issues namely: (1) analysis of the causes of deforestation and degradation in Indonesia, (2) Process in determining the Reference Emission Level, and (3) input to the implementation strategy of the National Strategy for REDD+.

The revised draft National Strategy was then presented before the Steering Committee of the National Strategy for REDD+, that is the Vice Minister of Planning / National Development Planning Agency Vice Chairman and Secretary General of

the Ministry of Forestry. The Steering Committee provided inputs for a fundamental revision on the outline of the draft National Strategy (see Box 4). Since then draft 1 of the National Strategy version 23 September 2010 began to undergo many changes from the aspects of structure and substance. Although admittedly there were many inputs and critical notes of participants from the seven regional consultations and written inputs from many parties who were not accommodated again in the writing process.

Box 4: Outline of National Strategy for REDD+ based on inputs from the Steering Committee

Acknowledgement

Preface

Executive summary

CHAPTER I INTRODUCTION

- 1.1. Background of REDD+
- 1.2. Vision, Mission and Objectives of REDD+
- 1.3. Scope (note: REDD+ component in forest and non forest areas)
- 1.4. Target and objective (emission reduction, sustainable forest management, community welfare)
- 1.5. Time Frame for implementation of REDD+ (note: adjusted with RAN GRK 2020 and SPPN)

CHAPTER II PROBLEMS AND CHALLENGES

- 2.1. Condition of forests and other land uses
 - 2.1.1. Presentation of forests and current land uses
 - 2.1.2. Current policies
 - 2.1.3. Impacts (note: deforestation and degradation that generate emissions)
- 2.2. Undertaken actions related to implementation of REDD+
(note: methodology for preparation of infrastructure : development of REL, establishment of MRV system, formulation of distribution , REDD+ mechanism)
- 2.3. Challenges and opportunities (issues and commitments: global, national and local aspects from economy, social and culture, ecology)

CHAPTER III IMPLEMENTATION STRATEGY FOR REDD+

- 3.1. Framework
- 3.2. Implementation Strategy for REDD+ i (note: to achieve target and objective of Chapter I)
 - Strategy in fulfilling prerequisites
 - Strategy in fulfilling enabling conditions
 - Strategy in sector development
- 3.3. Strategy in supporting REDD+ mechanism
 - 3.2.1 Institutions of REDD+
 - 3.2.2 Financing
 - Financing sources
 - Distribution mechanism
 - Establishment of financing institution for REDD+ (note: may be through trust fund or banking)
 - 3.2.3 MRV system
 - Prerequisite for MRV
 - Scope of MRV
 - Institutional frame of MRV
 - 3.2.4 Criteria for determining pilot province

CHAPTER IV CLOSING

The Writing Team met during an intensive meeting to re-write the draft National Strategy for REDD+ based on the latest outline provided by the Steering Committee. This process was conducted internally among the Writing Team members, who produced a new draft that was sent to the Steering Committee in mid-October 2010. The new draft was then discussed in the Steering Committee meeting which was attended by the Deputy State Minister for National Development Planning / Deputy Chairman and the Deputy of Bappenas for Natural Resources and Environment Ministry of Planning / Bappenas with the writers on 6 November 2010 at the Sari Pan Pacific Hotel.

In this meeting, the draft National Strategy undergone significant changes both regarding aspects of structure and substance of writing. There was a sharpening of the analysis of problems and design strategies, in addition to improvements in the composition between the chapters and sub-chapters. Regarding substance a grouping of themes were also made as well as reformulation of the sentences so that the overall structure and formulation of the document become more systematic and easier to understand (see Box 5).

However, these changes have also generated the strength of *economical approach* in the substance of the draft National Strategy. Besides fundamental changes in forestry policies, especially related to forest industries and more firm protection from forest land conversion. This draft was officially submitted by Bappenas to the REDD+ Task Force on 18 November 2010.

Until this stage, the process of changes was not communicated to various parties who have followed the public consultations and provided written inputs. There has never been an explanation of the status of inputs from various stakeholders and what kind of inputs have been received and how those were integrated into the draft changes from time to time. The Writing Team of National Strategy have accommodated a lot of inputs into the improvement of the draft, however, they believe that they have no authority to provide explanation to the stakeholders.

Box 5: Outline of draft National Strategy for REDD+ which was submitted to the REDD+ Task Force

Chapter I Introduction that consists of background, objective, scope, position of the National Strategy for REDD+

Chapter II Condition of National Forest Management

- Condition of forests and other land uses
- Current policies
- Improving policies on forest management for REDD+ purposes
- Challenges and opportunities

Chapter III Implementation of the National Strategy for REDD+

- Vision, mission
- National Strategy
 - Strategy 1: Improving planning and integrated and balanced spatial utilization
 - Strategy 2: Increasing control and monitoring of REDD+
 - Strategy 3: Improving effectiveness of forest management
 - Strategy 4: Involving and participation of stakeholders in reducing GHG emissions
 - Strategy 5: Improving and strengthening the legal basis for forest management

Chapter IV Supporting system for implementation of the National Strategy for REDD+

- Institutions of REDD+
- Financing institutions for implementation of REDD+
- Establishing/developing instrument for measuring, monitoring and verifying REDD+
- Determining province, district/city for implementation of REDD+
- Capacity building (human resources) and capability (institutional) for REDD+ actors and stakeholders communication

Chapter V Conclusion

Glossary

2. Decision on the Final draft of the National Strategy for REDD+

Since the beginning the National Strategy for REDD+ was considered very important for Indonesia. Not only to strengthen Indonesia's role in maintaining the global environment, especially in reducing greenhouse gas emissions. But more importantly it is to strengthen the forest governance in Indonesia. Therefore, since the UNFCCC meeting in Bali, the government has developed various policies related to the issue.

The National Strategy for REDD+ is expected to be part of the National Action Plan for Reducing Greenhouse Gas Emissions (RAN-GRK). Also it will be part of the National Forestry Plan (RKTN) 2011-2030, the National Medium Term Development Plan (RPJMN) 2010-2014, and the National Long-Term Development Plan (RPJPN) 2005-2025.

Formulation of the National Strategy for REDD+ started after the Coordinating Ministry for Economy received mandate to form a Steering Committee and Implementing Team since mid-2010. This process then led to the role of the National Planning Board to coordinate the process of formulating the National Strategy. Until this stage, the preparation of National Strategy for REDD+ has developed into a comprehensive response to the demands of change (integrated reform) regarding governance of land use based sectors, such as forestry, agriculture, and mining.

During this time, the President issued a Presidential Decree No. 19 of 2010 concerning establishment of the Task Force for REDD+, chaired by Kuntoro Mangkusubroto from the UKP4. This Task Force aims to accelerate the process of preparing the implementation of REDD+ in Indonesia. The REDD+ Task Force then formed six working units (Task Force), which consists of multi-stakeholders, and one of these working with the formulation of National Strategy for REDD+ . Another task force has mandate to formulate institutional mechanisms and financing for REDD+.

These developments raised questions from stakeholders regarding the status of the draft National Strategy that should have been formulated with an approach that was more inclusive, transparent and participatory. Some CSO representatives who are members of the Implementation Team are actually worried that the draft National Strategy that has been consulted with stakeholders will be discarded because the Task Force has mentioned already that the formulation of the draft National Strategy has been done on a limited basis and without due process of public consultation .

It is obvious that Bappenas has submitted the final draft of National Strategy for REDD+ to the REDD+ Task Force on 18 November. However, not many know what is the status of the draft because at this stage the process was very closed. Consequently, feedback to inputs from participants of public consultations and written inputs are not managed because it is not clear who should carry out the process.

3. Analysis on the Completion of the Final Draft of the National Strategy

3.1. Fulfilling Inclusiveness Principle

Final stages of formulating the draft National Strategy developed into a process characterized by various changes in the structure and substance of the document. From the technical point of view of writing, these changes showed better results. However, from the point of inclusiveness principle, this process actually reduced the participatory dimension that has been developed since the draft was consulted to the public. First, a lot of inputs from stakeholders were no longer accommodated in the final draft. Second, the process of change itself, including the status of inputs of stakeholders have never been accommodated in the final draft. Whereas in different public consultations it has been explained that the status of inputs by stakeholders and the draft National Strategy development process will be described to the public through a feedback mechanism.

3.2. Fulfilling Transparency Principle

One of public interests in the regional consultations was the openness during the debate of sensitive issues, especially with regard to lack or weakness of past government policies in the management of forestry and environment and natural resources. Also about the REDD+ strategy onward. However, during the final stages of completion of the draft, the transparency principle was no longer visible as it supposed to. In addition there was no response (feedback mechanism), the process has been operated exclusively.

3.3. Fulfilling Credibility Principle

Completion the system and substance of the draft National Strategy can increase the credibility of the process as well as the National Strategy for REDD+. However, the process is closed for the final completion stage as well as during the discussion within the REDD+ Task Force, which can actually reduce the credibility of the REDD+ policy. Moreover, until now there has never been an official and open explanation from the government regarding the status of inputs as well as the status of the draft National Strategy.

CHAPTER VI ~ LESSONS LEARNED

Preparation of draft National Strategy for REDD+ is an intensive and tough process, but its completion period was relatively short compared with similar processes at the national scale. If other processes in developing a national strategy can take many months or even years, the process of preparing the National Strategy for REDD+ only took about 8 months. Many criticism was put forward by various groups on the process of involving stakeholders in preparing the National Strategy for REDD+. However, quite a few parties showed their appreciations, especially on the participatory approach model which was considered much better and involved many parties.

The following are some lessons learned from the development of the National Strategy for REDD+ since the beginning until it became a national strategy that was adopted as a national policy:

1. Importance of preparedness mechanism

Preparedness mechanism is essential to ensure inclusiveness and participation of all parties in the process of policy formulation of REDD+. Such mechanisms can be carried out through providing full information at an early stage. Also in the form of the initial meetings to enhance understanding of stakeholders on various aspects before the discussion and determination of policies of REDD+ is undertaken.

This mechanism is especially needed to assist stakeholders with low access to and control of information and decision-making processes such as indigenous peoples and women. The goal is to anticipate a variety of personal and practical problems that hinder the involvement of different stakeholders in the decision making process. The personal problems include low self-esteem because of not being accustomed to speak or express opinions in public and lack of understanding of substance because

of limited basic information. Also practical issues such as lack of resources to attend or follow the decision making process.

If this process was conducted over a longer period of time, then the result would have been much better and more adequate. The discussion process of the National Strategy for REDD+ should be done more deeply and comprehensively, and accommodate the different developed interests.

2. Inclusiveness process requires time

An inclusive process is an approach that is very important but not easily carried out in a short time. Bappenas and the UN-REDD have been trying to implement the process by engaging participation of all parties on an equal level. It also provides early and comprehensive information that allows stakeholders to understand the substance of the problem and strengthen or to equalize their position in the decision making process. The availability of early information is an important prerequisite to balance the position of stakeholders, as well as functioned to avoid dominance of one party in the decision making process.

The discussion process of National Strategy for REDD+ shows clearly that an inclusive process is something that really contribute greatly to the process of discussion and substance of the National Strategy . However, the process cannot move properly or as expected because of time constraints. Early information given within a relatively limited time is actually not much help to the groups who have a vulnerable position in decision-making.

The limited time may be creating an injustice situation to parties who have relatively low access to information and decision-making processes, especially the indigenous peoples, women and other vulnerable groups.

3. Friendly involvement mechanism for vulnerable groups

REDD + is a fairly complicated mechanism, a combination of political processes and complex scientific knowledge. This led to the formulation of the National Strategy for REDD+ which could not avoid using scientific terms and definitions that are quite difficult to understand for the layman. Ideally the process of discussion of National Strategy for REDD+ needs more friendly approach towards the different parties that have limited understanding of terms and definitions that are very scientific.

A number of documents or communications media are required which are packaged using a simple symbol or idiom so that it will be easy to understand. However, time constraints, and possibly due to insensitivity of the organizers, this kind of approach has not been developed. Consequently, many vulnerable groups are not able to follow the discussion properly. Many do not understand, and some even feel as being removed from the discussion process of the National Strategy for REDD+.

4. Genuine participation requires feedback mechanism

Genuine and sustainable participation in the policy formulation processes will only be established when stakeholders involved have confidence that the participation or their contributions are heard, considered and generated impacts and changes to the policy formulation process. This trust will be built through two aspects. First, available of direct or indirect involvement at all levels of decision making. Second, a feedback mechanism is available for the status of inputs that have been given or delivered verbally, in writing and audio-visually by the participants. Without these two aspects, the participants will lose confidence in the processes of policy formulation and policy implementation in the future.

A study shows that one of the matters that makes stakeholders reluctant to attend the process of consultation or decision-making is their experience of previous consultation process where their opinions were not taken into account.

In the discussion process of National Strategy for REDD+, many parties acknowledge that their views and interests are accommodated in the process of debate, although from the start there were many criticism to the process of involving stakeholders. Public consultations at seven regions considered as a form of engagement that are very advanced compared to other policy formulation. Especially because stakeholders were promised to get a written response or feedback regarding the status of their inputs. Particularly when the National Strategy will be processed again by the drafting team or discussed again by the decision makers at the National Development Planning Agency or government at the central level.

However, the confidence of stakeholders could vanish because at a later stage there was no feedback mechanism. In the post-public consultations at seven regions, there was no information on the status of inputs from many parties. Even when there were changes in the formulation of the National Strategy document at the National Planning Board and the UKP4 it is not clear who is responsible to convey information about the development of the National Strategy and the input status of the stakeholders.

Until now the government did not give response to public inputs during the discussions of the draft National Strategy. Neither did it explain why and how the National Strategy documents has changed and what and how the input status of the stakeholders.

5. The policy formulation process gets easier support if rely on data and exeperience

REDD+ is a climate change mitigation mechanism that requires availability of data that is accurate, complete and verifiable. Use of relevant and accurate data can increase the credibility of the process of preparing the National Strategy for REDD+. The process of formulation and discussion of National Strategy for REDD+ had been supported by recent data, although only covers some parts of the region. In addition based on the data, this process also has been grounded in the experiences of

stakeholders, particularly the vulnerable parties affected by the REDD+ policy implementation, such as women group, indigenous and local community groups who live in and around the forests

Since the process is supported with accurate and comprehensive data from all regions, and also based on the full experiences of various parties, then the credibility of the process and substance of the development of the National Strategy for REDD+ can of course be increased further than previously thought.

6. Comprehensive and integral REDD+ policy formulation is required

The REDD+ is a policy that is not only related to many aspects and sectoral interests. But it is also strongly associated with a wide variety of interests at local, national and global level. The effectiveness of such strategy is determined by how much substance the strategy explores comprehensively and in an integrated way of the four aspects. First, the actual condition of the forests and land. Second, the factors that influence deforestation and degradation, whether it concerns the imbalanced use of space, institutional problems, governance, and economics. Third, how strategies should be developed to address the problems. Fourth, how institutional and financing mechanisms should be provided to implement strategies.

It must be admitted that the process of formulating the National Strategy for REDD+ is strongly influenced by the political dynamics at cross-cabinet level. Discussion of institutional and financing aspects for example, cannot be integral by the drafting team of the National Strategy since the government has also formed another team to discuss institutional and financing aspects. These teams work on their own and cannot be coordinated directly by the Drafting Team of the National Strategy. The coordination process only occurs at the level of the Steering Committee. Consequently, the Drafting Team has difficulties to develop strategy framework that can integrate the substance of the strategy with the institutional and financing development.

7. Effective communication requires reciprocal process

Communication which was developed in the process of REDD+ policy formulation requires reciprocal approaches. Such process is developed in three forms. First, availability of early and balanced information about various aspects of REDD+ and what is desired by the stakeholders. Second, willingness of governments and other stakeholders to have dialogue which is open, honest and based on correct facts. Third, availability of an effective feedback mechanism which is conducted using communication channels or media that is easy to understand or accessible mainly by parties with vulnerable position.

Public consultation process organized by Bappenas and the UN-REDD in five regions and Partnership Indonesia also assisted the process of regional consultations in two regions: Kalimantan and Sumatra II as well as consultations with experts have proven well that the government and the stakeholders are able to conduct dialogue which is open, honest, reciprocal and based on correct facts. This process has created confidence of all parties on the importance of making changes on policies in an inclusive and participatory way to address degradation and deforestation. Moreover, also has encouraged the growth of awareness and belief that critical conditions of forests and the threat of greenhouse gas effects can be overcome if the policy changes can be completed quickly and comprehensively.

If this process was continued with efforts to develop feedback mechanism, then the reciprocal communication will be in place. In turn it will generate trust and support of stakeholders on the implementation of REDD+ policies in Indonesia.

8. The importance of support system in the process of policy formulation

The presence of the UN-REDD in facilitating the process of formulating the National Strategy for REDD+ is one of the keys of successful formulation of the draft National Strategy for REDD+. Institutions such as the UN-REDD Indonesia is perceived by

many parties as a neutral institution that is able to open blockages or coordination barriers and communication between sectors of government.

The role of these two institutions in the process of formulating the National Strategy for REDD+ was to assist the Government of Indonesia through the National Planning Board to act as coordinator for the Drafting Team of the National Strategy for REDD+. The UN-REDD and Partnership Indonesia have brought together all stakeholders, especially indigenous peoples or communities living in the surrounding of the forests as well as NGOs with the government in a process of reciprocal communication. This of course is a very effective approach to build a common support for policy changes in the midst of declining public trust in forest management policies.

With the assistance of a reliable Writing Team and the Secretariat Team that works quickly and systematically, consultation processes can be undertaken well, although there are still weaknesses that generate criticism by many parties. Overall, the role as a supporting system, which has been demonstrated by the UN-REDD has provided significant contribution to the preparation of Indonesia's National Strategy for REDD+ .

CHAPTER VII ~ CONCLUSION

The process of preparing the National Strategy for REDD+ in Indonesia, which is coordinated by Bappenas in cooperation with the Ministry of Forestry, Ministry of Agriculture, the UN-REDD, and the Partnership is a tiered process starting from local to national levels. Moreover, involved stakeholders and reliable national and international experts. This process is based on four basic principles, namely inclusiveness, transparency, credibility and institutionalization.

During the process of preparing the National Strategy for REDD+ many critical notes were raised on the implementation of the four principles. However, this process has been a step forward compared to development of other National Strategy processes in various sectors. Since the process of policy formulation and discussion of REDD+ does not only involve many stakeholders at various levels, but also involves multi-party teams and work fast and responsively. In addition, this process also has been considered as a process using communication that is more influenced by openness, transparency, criticism, and based on scientific data and empirical experience of stakeholders.

However, it must be admitted that there were some shortcomings that are inevitable in the process of preparing the National Strategy for REDD+. This deficiency of course has reduced the meaning of the four basic principles agreed upon earlier. The main issue is the limited time of the Drafting Team of the National Strategy to complete the draft National Strategy for REDD+ and consultation with important stakeholders.

Many steps or prerequisites for fulfilling the four basic principles were ultimately ignored or inconsistently implemented because of time constraints. The delay in dissemination of information at an early stage; limited outreach to participants, and

not selective process during the selection of participants, are some of the problems caused by time constraints. In addition, non-technical factors such as perception and the "feudal-elitist culture" that still remain in some bureaucrats, is also a significant obstacle. The existence of careless actions during the selection of participants and without using a predefined criteria consistently, or lack of efforts of organizers at the region level to overcome the limited ability of participants in attending the public consultation processes is a clear example of such non-technical factors.

Drafting Team has completed the draft National Strategy for REDD+. The finalization process of the draft National Strategy prior to submission to the REDD+ Task Force has been carried out by the Steering Committee in early December 2010. At this level there are political dynamics that are not fully in line with the formulation of interests submitted by the stakeholders during the regional consultative forums, national consultations and various inputs and recommendations submitted by the NGOs, academics and other stakeholders.

These developments will certainly affect the acceptance process of the stakeholders or the public in general towards the implementation of the National Strategy for REDD+ in the future. But whatever the political dynamics that influence the final stages of preparing the National Strategy, the whole process of preparing the National Strategy has led to new developments regarding policy change that is inclusive. Moreover, it has triggered growing concern among stakeholders to reduce the rate of degradation and deforestation as one of the most important steps in reducing greenhouse gas emissions.

One important lesson that sticks out from the process of preparing the draft National Strategy for REDD+ is the policy formulation that is inclusive, transparent, credible and institutionalized takes time. It is not easy to overcome this because on the one hand, environmental problems, especially degradation and deforestation requires an approach that has always had a multi-stakeholder and participatory character. On the other hand the government prefers to have the process of policy formulation and institutionalization of REDD+, as the implementation of the government's political

commitment to reduce GHG emissions, which must be done quickly in order not to lose the international momentum.

The process book is trying to document the dynamics of processes that occurred and the changes of consensus in completing the substance of the content in the draft National Strategy for REDD+. All of the findings produced by the writers is an assessment that is independent and objective. Therefore, the book is expected to be used as study material for formulating other policies. There is a hope that an approach based on the principles of inclusiveness, transparency, credibility and institutionality can be developed into a variety of approaches for policy development at national and local or regional level.

UN-REDD Programme Indonesia merupakan kerja sama kemitraan antara Kementerian Kehutanan Republik Indonesia, Food and Agriculture Organization (FAO), United Nations Development Programme (UNDP), dan United Nations Environment Programme (UNEP). Program ini mendukung upaya pemerintah Indonesia menurunkan kadar emisi akibat deforestasi dan degradasi hutan (*Deforestation and Forest Degradation*)