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Forest Governance Learning Group

Indonesia

Supporting governance in REDD+ and
community forestry



Author information

This report was written by FGLG Indonesia

About the project

For more information about this report, or the Forest Governance Learning Group and the Social Justice in Forestry project, visit <http://iied.org/forest-governance-learning-group>, or contact: James Mayers, James.Mayers@iied.org.

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1. Introduction

The forestry sector in Indonesia, a country with the third largest tropical forest in the world, not only contributes to national development but also plays a significant role in maintaining the balance of the ecosystem, including the stabilisation of global emissions. REDD+ is a global issue that has become also a national issue. Indonesia is committed to reducing emissions by 26 per cent from the 'Business as Usual' development scenario by 2020 through utilisation of its own funds, or by 41 per cent with international assistance. To fulfil this commitment, the government has issued Presidential Regulation 61/2011 concerning the National Action Plan for Reduction of Emissions of Greenhouse Gases, whereby about 87 per cent of the total reduced emission will come from forest and peat land. The challenges faced by the forestry sector are increasing due to the increasing need for land as the result of a growing population, decentralisation of the government, economic growth and an interest in developing other sectors such as agriculture, plantation, housing and public work infrastructures, all of which have put pressure on forest resources and forest area.

There is a fundamental consensus among FGLG members that in the Indonesian context, social justice is a priority matter for forestry. Good forest governance in Indonesia is the deciding factor for whether REDD+ is successful or not. REDD+ initiatives are more likely to succeed if they are built on the interests of forest communities. Tenurial issues are important prerequisites for creating the conditions required for successful implementation of REDD+. Therefore, FGLG Indonesia is focused on working on governance issues of REDD+, with community forestry as the crucial target. Community forestry takes many forms in Indonesia, with different models of governance and legal recognition. In its broadest sense, as used by FGLG Indonesia, community forestry embraces all types of community-based and participatory forest management, including management of natural forests, plantations, trees on farms and national parks.

Effective, efficient and sustainable implementation of REDD+ requires the revision of policies and regulations. These reforms are required mainly for spatial planning, restructuring of land use and property rights, the improvement of the permit issuance system, the resolution of conflicts and technical issues in the field, and law enforcement. FGLG endorses the implementation of the sustainable development of forests in the various types of forest functions because the basis of implementation of sustainable forest management is the balance between economic, ecological and social benefits. This requires legal certainty over the status and function of forested areas and immediate resolution of any violations of regulations in the utilisation of forests. The provision of incentives, as well as the application of the Verification System for Timber Legality and Sustainable Forest Management certification, supports the widespread adoption of sustainable forest management.

In this respect, the work of FGLG- Indonesia works has contributed to the achievement of the outputs of the FGLG project 'Social Justice in Forestry' (2010-13).

2. Targets, team, tactics and main actions

From the results of stakeholder analysis mapping, FGLG identified the Ministry of Forestry (MoF) as the stakeholder with the highest level of authority and influence in the successful implementation of REDD+. Law No. 41/99 mandated that forest be regulated by the state to take into account the rights of indigenous people, to the extent that they still exist and do not conflict with national interest. The management of the state forest area in Indonesia, which makes up 60 per cent of the country's total land area, is under the authority of the MoF. Therefore, changes within the MoF became the priority of FGLG actions in order that the implementation strategy of REDD+ could be effectively executed. The role of leadership in key stakeholders becomes very important because they are the ones who should change first. The expected changes are mainly in the process and mindset. Bureaucratic change is not a simple process of change, because change is a systematic process and has the potential to create resistance from within the organisation. Changes will be very difficult if imposed from the outside, therefore they need to be created from within through agents of change called 'champions'. FGLG's work in Indonesia is unusual because it is driven by champions from within the government (the MoF). Champions are individuals involved in planning for change and its implementation. These agents for change can role models, whether for their work or their behaviour. Previously, the champions were limited to those from the Ministry of Forestry, but as concern for change in forestry governance increased, it attracted champions from other stakeholders such as NGOs, academics and even the private sector. A list of active FGLG members as of September 2013 is attached in Annex 1.

The roles of the champions are the following:

1. **Catalyst:** to convince key individuals (decision-makers) related to REDD+, not only at the central level but also in regional government, of the importance of changes in forestry governance to implement an effective and efficient REDD+.
2. **Solution providers:** an alternative solution offered to target groups who experience difficulties in the process of change.
3. **Mediator:** to facilitate a smooth process of change, especially in solving problems arising in the implementation of bureaucratic reform and developing relationships between the parties within and outside the MoF, including regional government, involved in the process of change.
4. **Liaison:** to strengthen REDD+ coordination among stakeholders, especially between the public and policymakers.
5. **Negotiator:** FGLG is a medium for trust building. The relationship between practitioners and decision-makers is an open one.

Champions act through:

- **encouraging the desire to change** – one way is to raise awareness of potential for change;
- **engaging more stakeholders in the process of change** by building a network and holding meetings/interactive discussions on a regular basis so that they feel they have made a contribution to the change; and
- **maintaining momentum with a focus on strategic issues.** It takes a long time to change commitments and actions, especially in bureaucracy, so it is necessary to maintain and foster the change. One way to use the momentum from the FGLG team is to focus their work on REDD+, because REDD+ and climate change are national strategic issues at this time.

Champions are expected to become role models, serving as examples through their performance, their mindset and their cultural outlook in the process of change. One key to implementing change that was used by the FGLG team was to increase the capacity of these future leaders, for example through awareness training in REDD+ technical issues (e.g. monitoring, reporting and verification, or MRV), training in communication skills to be better facilitators and good motivators, and regularly holding focus group discussions (FGDs) to discuss emerging issues related to REDD+ and to forest communities. Another key to implementing change was to facilitate the process through the communication and

coordination of the assessment and continuous study of REDD+ and to deliver policy recommendations and papers for policymakers, not only within the MoF but also in other related organisations (e.g. the Ministry of Finance and the national forest planning agency, *Bappenas*). Action taken by the FGLG team during 2009-13 can be seen in Appendix 2.

As mentioned above, one of the challenges to implementing change and producing champions in the area of REDD+ is resistance or refusal to change, both from within and from outside the target organisation. Changing the mindset of decision-makers (i.e. heads of division and those at the director level) is not an easy task. One example of a change required in the government mindset towards community-based forest management is that the issuance of licenses to the community should now be facilitated by the community, that is, every decision making process must be done through a multi-stakeholder process. At first, many thought of FGLG as an exclusive forum containing only experts in the field of REDD+ and climate change, and there was therefore a reluctance of individuals, especially the younger people, to join. In addition, many participants from NGOs were 'shy' and refused to join because they thought this was another government forum initiated by government officers. FGLG formulated the following tactics to mitigate these challenges:

- enhanced communication with key stakeholders through the champions;
- approaches to involve resistant parties at each FGLG activity that they were interested in joining;
- facilitating and providing support through training, focus group discussions and workshop activities related to REDD+ and sharing the results with all stakeholders; and
- assisting decision-makers to improve policies related to REDD+ and forest communities through technical aspects, such as recommendations on policy formulation, assessments of REDD+ and promotion through the media.

3. The changing context of forest governance during 2009-2013

Since 2005, deforestation has become one of the dominant topics in many climate-related forums. The 13th Conference of Parties in Bali was the moment when REDD+ became a national issue in Indonesia. REDD+ as a form of climate change mitigation is inseparable from the result of the UK's *Stern Review Report on the Economics of Climate Change*, led by Nicholas Stern, which revealed that around 17 to 20 per cent of global greenhouse gas emissions were caused by deforestation in countries with tropical forests, including Indonesia. If the rate of deforestation in tropical forests is managed as expected, around 75 per cent of the emissions from the forestry sector could be reduced. Some studies also showed that the reduction of emissions through the forestry sector and peat land is lower, when compared to emission reductions resulting from other sectors, such as energy, transportation and mining. The government of Indonesia also sees the forestry sector and peat lands as the sectors in which emissions reductions most need to be made. Indonesia has committed to reducing CO₂ emissions by 26 per cent by 2020 under a 'business as usual' scenario and has also committed to reducing greenhouse gas emissions by 40 per cent (with international support). This is a big commitment for a country with increasing economic power.

The documentation of the process of development of the national REDD+ policy started in 2007. Indonesia is committed at the national and international level to addressing climate change through the forestry sector, and there are clearly contextual challenges that need to be addressed to create the enabling conditions for REDD+. Good forest governance is a determining factor for the success or failure of the implementation of REDD+ in particular, and of general management of land in Indonesia. Some of the major issues include inconsistent legal frameworks, a sectoral focus, unclear tenure, the consequences of decentralisation, and weak local governance. Despite these challenges, however, REDD+ opens up an opportunity for improvements in forest governance and, more broadly, in land use governance. The high rate of deforestation and degradation of forests is due to a number of factors including, among others, market demand for products that require extensive land, a forestry policy that gives more incentive to convert forest than to preserve it, and the failure of forest governance. Forestry statistics from 2012 show that Indonesia lost 0.48 million hectares of forest per year in 2009 and 2010. The causes of deforestation and forest degradation in Indonesia, identified through the public consultation processes undertaken in 2010, are: (a) ineffective spatial planning, (b) unresolved issues related to tenure, (c) inefficient and ineffective forest management, and (d) weak law enforcement and rampant corruption in the forestry and land sector (National Strategy of REDD+). This is similar to FGLG's findings when analysing governance and climate change issues.

Spatial and forest planning do not function effectively as a control mechanism to ensure sustainable and equitable forest utilisation. They are even unable to solve tenurial problems. As a result, conflict over ownership and conversion of forest and for plantation and mining activities becomes uncontrollable. It becomes more difficult to handle these conflicts quickly and thoroughly because of unclear forest status and borders, and because the management process is not transparent. Another challenge is forest management that does not function effectively and does not provide a feeling of fairness. This ineffectiveness is caused by, among others, the limited availability of credible data for use by all parties, inadequate numbers and quality of personnel, and low integrity of personnel (especially related to the issuance and control of management). This is very much related to the need to change the mindset and behaviour of government officers.

On the other hand, the legal basis of forest management still uses the sectoral approach and is in conflict with other sectors that need land, such as mining, agriculture, plantation and other development sectors. This creates an incentive for illegal logging and forest encroachment. Strict law enforcement is needed to handle this issue.

The government of Indonesia tried to accommodate the REDD+ concept into existing policy measures. Accordingly, REDD+ was translated into five main areas where emissions can be reduced that relate to forestry activities: 1) avoiding deforestation; 2) avoiding forest degradation; 3) improving the capacity of

conservation forests as carbon sinks; 4) improving sustainable forest management (SFM) practices; and 5) enhancing and rehabilitating the role of forests as carbon stock. The fourth activity area, SFM, was elevated to become an umbrella for the remaining four areas, the argument being that the remaining REDD+ activities should be directed towards SFM.

At the ground level, the SFM practices are being put into the demonstration activity (DA) exercises. Among forested developing countries, Indonesia is the most advanced and progressive in terms of REDD+ activities. There are currently about 70 DAs underway all over the country, including initiatives under the auspices of the government and voluntary initiatives. DA is considered a compliance track mandated by the United Nations Framework Convention on Climate Change (UNFCCC), and is an important component of the readiness phase. The aim of demonstration activities is to test and develop methodologies to reduce emissions from deforestation and degradation. In addition, DA REDD serves as a learning-by-doing facility and a means of building commitment and synergy among stakeholders. Therefore, the development of DA REDD is an important component of the REDD Readiness Strategy in Indonesia, in which various activities related to methods, policy and involvement of stakeholders are being implemented.

As part of the implementation of the Readiness Strategy, the Ministry of Forestry issued a regulation on the implementation of REDD demonstration activities (*Permenhut No P. 68/Menhut-II/2008*). The regulation was designed as an entry point for interested parties to develop REDD demonstration activities in various framework conditions and with different project partners. The MoF then issued a regulation regarding REDD mechanisms (*Permenhut No. P. 30/Menhut-II/2009*), permit procedures for carbon sequestration and carbon sinks (*P. 36/Menhut -II/2009*), guidelines on the measuring, reporting and verification of sustainable forest management activities on working areas of timber utilisation (*P.3/VI-Set/2010*), and provisions and procedures for issuing ecosystem restoration forest timber utilisation permits for natural forests in production forest (*P.61/Menhut-II/2008 and replaced by P.50/Menhut-II/2010*), this may be one of the dominant license types used for REDD+ projects. The release of these regulations was a response to the high interest from both international partners and national stakeholders in participating in REDD activities.

The distribution of benefits from REDD projects, and in particular the revenues, needs further discussion. An initial proposal was put forward in Regulation P.36/Menhut-II/2009, which is now under revision by the MoF. While the specific percentages allotted to entities for each project type are vigorously debated, the initial proposal established the principle of benefit distribution and illustrates the questions that need to be answered.

On 26 May 2010 in Oslo, a Letter of Intent (LoI) was signed between the governments of Norway and Indonesia. In brief, the LoI reflects the high commitment and willingness of the two governments to participate in reducing GHG emissions, particularly those caused by deforestation and forest degradation which are taking place in Indonesia's tropical forest. The LoI provides the opportunity to develop the intra- and inter-governmental structures needed to address the technical, social, economic, legal and organisational underpinnings that must be in place to ensure sustainable reductions in forest loss.

The partnership with Norway pledges total funding assistance of US\$1 billion, to be implemented in three phases between 2010 and 2014. The first stage of partnership essentially covers five main critical activities: 1) completion of the REDD+ National Strategy (*Stranas REDD+*); 2) the establishment of the REDD+ Agency, i.e. a special agency reporting directly to the president on implementation of REDD+; 3) the establishment of an MRV agency and suspension of new licenses for natural forest and peat land; 4) the arrangement of the financial architecture for REDD+; and 5) the selection of a pilot province for REDD+ demonstration activities. These five main activities have been controlled directly by the president, who assigned the Special Delivery Unit of the Office of the President, called UKP4, to coordinate with line ministries and or to undertake the tasks. On 20 September 2010, the president issued an Instruction Decree on establishing the REDD+ Task Force, whose members include high-level decision-makers from line ministries including the MoF, the Ministry of Environment, the Ministry of Finance, the National Development Planning Agency, the National Land Agency, the Office of the Cabinet Secretariat and the Indonesia National Council on Forestry. The Task Force will ensure that the implementation of the LoI reflects Indonesian interests.

As a guideline for the country's REDD+ implementation plan, Indonesia has created the REDD+ National Strategy (*Stranas* REDD+) based on five main pillars: 1) institutions; 2) a legal and regulation framework; 3) strategic programmes; 4) paradigm shifts in work ethics; and 5) the involvement of stakeholders. These pillars have been established with four main aims in mind: the lowering of carbon emissions to the atmosphere; the increase of carbon sequestration; the maintenance of biodiversity and environmental services; and the attainment of economic growth..

For Indonesia, REDD+ is now becoming the banner for forestry-related issues after the signing of the Lol, with proponents and detractors from at all stakeholder levels. Some detractors argue that the Lol is nothing more than a new form of ecological colonialism, the primary reason being that Indonesia is no longer free to utilise its own natural forest resources, and that means breaking up its national sovereignty. The proponents are of the view that it is a timely way to reform the institutional structure of forestry, to clean up forest governance, and to reduce red tape. Neither the detractors nor proponents are able to prove each of their arguments. Time will tell which group is right.

In Indonesia, indigenous people, local communities and women's groups that are dependent on the forest have become marginal and susceptible entities. They are not sufficiently involved in the decision-making processes related to forests and land. Women's groups in some parts of Indonesia do not even have access to or control over the natural resources, or equitable benefit from the utilisation of forest and land resources. Also, some women do not have adequate access to information and communication. It is hoped that REDD+ activities will have a positive impact on local community groups and women's groups. Some actions have been taken by the government, among others, in developing free, prior and informed consent (FPIC) guidelines and including FPIC as one of the stages of REDD+ implementation.

FGLG considered the emergence of REDD+ as a national issue a timely opportunity to improve Indonesian forest governance, and FGLG members have been actively involved in REDD+ activities since 2007. Some members have even joined the REDD+ Task Force (2010-2013), which was appointed to facilitate coordination between other related institutions, mainly the MoF.

Beyond the positive progress already achieved, FGLG observed that there are still many challenges faced by the forestry sector, such as policy disharmony between sectors, weak law enforcement causing forest and land conflicts (the resolution of which are a prerequisite of REDD+ implementation), and so on. The lead REDD+ institution has not worked effectively, due to, among others, limited resolution of issues relating to the safeguarding and involvement of local communities and women's groups in the REDD+ readiness process.

FGLG Indonesia believes that the capacity of actors, especially of the decision-makers at the national and sub-national levels, is very important to ensure that REDD+ implementation runs effectively. Therefore, good human resources at the national and sub-national (province and district) levels become essential to ensure that control, supervision and law enforcement are conducted adequately. Strong leadership at all levels is the key to resolving forestry problems. An increase in the commitment and leadership of decision-makers will enable pro-community policy breakthroughs to be made. Interventions by FGLG Indonesia are therefore necessary, especially in enhancing the potential capacity of leaders at all levels, and also in other areas related to the REDD+ issue.

4. Stories of change

The context of changes in forest governance that has arisen due to the influence of action or intervention by FGLG did not occur immediately, but through a systemic process of changes in working mechanisms and improvements in the mindset of the target organisation. The changes can be grouped as follows:

4.1. Improvements in forest policy or regulation

- A. FGLG has become a driver of improvements in policy/regulation within the REDD+ context. FGLG has initiated several public consultations, FGDs and technical meetings to improve regulations related to REDD+ benefit sharing. Furthermore, FGLG assessments/studies/synthesis – such as an assessment of lessons learned from payments for ecosystems services (PES) for REDD+ benefit sharing, a synthesis of REDD+ demonstration activities in Indonesia, and an analysis of the role of reduced impact logging (RIL) on climate change and the mainstreaming gender issues into REDD+ – have been taken into consideration to improve policies. A recommendation by FGLG relating to the role of the forestry sector in climate change became an input to the formulation of the Ministry of Forestry Strategic Plan 2014-2019, which now requires all forestry activities to be related to reduction of emissions.

FGLG has also contributed to the facilitation process in formulating the National REDD+ Strategy and the National Climate Change Learning Strategy on capacity building of human and institutional resources to address climate change and to achieve low emissions and climate-resilient development.

FGLG is actively involved in public consultation processes in several pilot provinces. Moreover, it was involved in the facilitation process to formulate selection criteria and indicators for the REDD+ pilot province of REDD+, before Central Kalimantan was ultimately selected.

FGLG has also initiated FGDs and consultation on REDD+ within the SFM principle. REDD+ is not actually something new for Indonesia. *Avoiding deforestation*, for instance, has had been an issue long been known before REDD+ became a global issue. The scope of REDD+ is essentially under the activities of SFM, which has two aims: sustainable forests and maintaining the welfare of communities. The SFM component is translated differently by the various countries that are implementing REDD+. Indonesia has interpreted SFM as an umbrella for four activities: reducing deforestation, reducing degradation, conserving carbon stock and increasing carbon stock. However, the concept is not well understood by decision-makers within the MoF or related institutions.

FGLG is actively involved in linking this concept to long-standing SFM activities. Because REDD+ is essentially reforming SFM to become 'SFM+', with more attention on the function of forests as carbon stock, to carbon sequestration or to carbon emissions. Moreover, SFM+ needs take into account environmental aspects and the need for high economic growth so that the implementation of REDD+ in Indonesia is also a positive policy incentive for national development. This concept is now used in all policy formulation relating to forestry, including technical considerations during the development of a national action plan for reducing emissions of greenhouse gases in the forestry sector (now confirmed in the form of Presidential Instruction (*Intruksi Presiden/Inpres*) on RAN GRK, the National Action Plan to Reduce Greenhouse Gases).

In addition, FGLG is currently continuing to initiate FGDs to examine the relationship between the green economy and the concepts of REDD+ and SFM. This is for use in policy development and to convince decision-makers that REDD+ has become a very important scheme for Indonesia to fulfil its national emissions reduction and economic development targets through implementing environmentally friendly actions.

- B. One of the items on the government's financial reform agenda is a shift from a traditional to a performance-based budgeting system. By employing this new system, government funds are no longer based on input-oriented programmes, but on outputs instead. This shift is crucial, since the government funds are becoming limited while many programmes need to be supported, which will likely increase demand for funds as the challenges in forestry remain the same or even grow.

The existing BLU (*Badan Layanan Umum* / Public Service Agency) scheme within the forestry sector is called *Badan Pembiayaan Pembangunan Hutan* (BLU-BP2H) – Centre for Forest Plantations Development Fund. It was established in 2007 with the main objective of managing sufficient funds for forest establishment, including forest rehabilitation, reduction of forest degradation, and forest restoration. These activities include the HTR (*Hutan Tanaman Rakyat*, or people plantation forest), HTI (*Hutan Tanaman Industri*, or forest plantation development), and other forest rehabilitation programmes that could take place in protection forests, conservation forests, and production forests within state forest areas. Presently, the main source of BLU is the reforestation fund that is now controlled by the Ministry of Finance.

Prior to 2009, FGLG made efforts to support community forestry, especially community forests (*Hutan Rakyat*, or HR) in privately owned forests in several locations. After 2009, FGLG focused on supporting community forests on private land in Java. The development of *Hutan Rakyat* in this location has turned a dry area into a green area managed by local community groups that have been certified by the Forest Stewardship Council (FSC) and the Indonesian Ecolabelling Institute (LEI). However, forestry farmers are now faced with some challenges, such as weak local institutions and a lack of market access and capital support to scale up their activities. In the meantime, a new regulation related to the timber legality system (TLAS) was implemented in March 2013. This stipulates that all wood products should be legal, which is perceived as a burden by the community.

FGLG Indonesia has recently been working to help the Ministry of Finance and MoF to support the development of investment in HR. FGLG assists a team in the Ministry of Finance in exploring funding possibilities. HR-related business is not perceived as 'bankable'; innovative action is needed to help farmers in HR. FGLG has also worked to improve the capacity of community groups and heads of villages to implement TLAS (as part of improving governance). FGLG, with support from an international donor (DFID), initiated several internal meetings and workshops to facilitate improvements in the regulation to support HR receiving BLU funds through a revolving funding scheme. The improved regulation was approved at the end of 2012. In particular, the FGLG team has assisted a community group in Gunung Kidul district to develop a proposal to access a line of credit from this fund.

Furthermore, FGLG has encouraged HR to be included in REDD+ programme through: (1) the promotion of REDD+ related activities in the voluntary carbon market that have been successful in community forest on private land in other locations (e.g. Singkarak, Padang) to be applied to HR on Java; (2) continuous support for the implementation of wood legality from HR and linking this effort to the REDD+ scheme; and (3) fundraising for a feasibility study on carbon enhancement from HR.

- C. One example of change which occurred through intervention to improve the regulation of forest resource management at the provincial and district levels was in East Nusa Tenggara (NTT) province, the poorest province in Indonesia. Sandalwood is both an economic resource and a culturally significant plant species in the province. The regulation of sandalwood management by the local government is definitely not pro-community, instead discouraging communities from planting sandalwood.. Many studies have been carried out by the World Agroforestry Centre (ICRAF) and the Center for International Forestry Research (CIFOR) which show that the improper regulation of sandalwood management by local government is the reason for the reduction and even the disappearance of sandalwood population in NTT.

Regulations issued since 1996 contain numerous ambiguities and overlapping statements that lead to a lack of clarity on the situation regarding 'ownership' and 'control' of forest resources on private land. There is also ambiguity over the official position in regard to levying taxes on the harvest and transport of sandalwood. These ambiguities act as disincentives for farmers to

become more involved in sandalwood production. Until 2010, no concrete action was being taken to improve said regulation, whether driven by the central or regional government or even by other stakeholders.

One of the FGLG champions in NTT is very concerned about the current condition and wants to make changes. Communicating with a champion at the central government he knew from previously, together they began to make the effort for change. This started with fundraising, formulating a proposal for improvement in the regulation of sandalwood management and consultation on what is happening at the grassroots level with decision-makers at the provincial government level (the governor, district head, community leaders, etc.) and also decision-makers at the MoF in charge of sustainable forest utilisation. International attention from the International Tropical Timber Organization (ITTO) through funding of a proposal initiated by FGLG members has prompted actors in NTT province to make policy more equitable and through a more transparent process. In 2012, improved regulation on sandalwood management, which is more equitable and pro-community, was issued by the provincial government and the district.

The changes made were improvements in the following regulatory frameworks: (1) policies whereby communities will receive 100 per cent of the economic benefit from the sale of sandalwood harvested from their farm land; (2) tenure: securing the tenure of farmer's land so that farmers are now confident that they will benefit from investing in a long-term crop such as sandalwood (motivation among the community to plant sandalwood again increased after the issuance of the new regulation); (3) governance: step by step, government officials have moved focus from policing/licensing to facilitation of community development; (4) capacity building and raising awareness: the technical capacity of farmers to plant and manage sandalwood has been improved. Awareness among all key stakeholders (communities, government officials in relevant agencies and the private sector) of the rights and responsibilities of communities and others has been raised.

It is hoped that these changes will be replicated in other districts, not only in NTT province but also beyond. The MoF will use FGLG's approach in supporting the change of policy/regulation at the provincial and district levels. Districts and provinces that have made changes to improve forestry governance will become drivers of change in the forestry sector in Indonesia.

4.2. Increasing the capacity of agents of change and related stakeholders

As mentioned above, increasing the capacity of an agent of change, both in the MoF or working in forestry-related fields outside the MoF, is key in implementing changes to improve forest governance. Indonesia itself adheres to the culture of *'tut wuri handayani'* whereby communities in the country tend to follow the example of the teacher or the actions performed by their leadership.

Another effort made by FGLG was to initiate interactive discussions and FGDs to increase understanding and promote SFM as an important option for forest-based climate change mitigation through reducing emissions from forestry. The need for SFM to form part of any scheme to reduce deforestation and degradation is becoming crucial. It is recognised that SFM will not completely eliminate deforestation problems, but it can improve forest management and bring economically feasible, ecologically sustainable and socially acceptable management practices.

However, information on SFM initiatives to enhance forest-based carbon stocks, carbon sequestration, and carbon storage in green products in order to reduce GHG emissions has not yet reached the majority of stakeholders, particularly in Indonesia. Increasing the understanding of SFM will change the image of the forestry sector, which was previously regarded as causing the increases in emissions through deforestation and forest destruction, because if forests are managed with the application of proper SFM principles, emissions could be reduced by as much as 40 per cent compared with the business-as-usual scenario. Increased comprehension of REDD+ issues has reduced sectoral 'silo'

mentalities and has eased harmonisation and coordination among sectors in planning and implementing of REDD+ activities.

FGLG, working together with donors and NGOs (IIED, DFID, TNC and UNITAR), has compiled a REDD+ learning module for decision-makers at the national and sub-national levels. The module has been tested on decision-makers at the MoF and has been approved for inclusion in the official REDD+ curriculum by the Centre for Forestry Education and Training (CFET) in the MoF. The CFET has played an important role in improving the capacity of forestry staff by providing training and developing education. Supported by RECOFTC, FGLG has also developed a training module for the grassroots level. This module has been tested in the pilot province for DA REDD+ in Central Kalimantan. In general, members of FGLG have a better understanding of REDD+ issues than others, so they have always been given priority as participants in several training related to REDD+, including technical training on methods for calculating GHG emissions based on the methodology as stated in the 2006 IPCC guidelines, training on gender mainstreaming into REDD+; training workshops to develop a feasibility study and project design document (PDD) for the REDD+ project, and training on low Emissions development (LEDS).

Changes that have occurred with the increasing capacity of stakeholders in REDD+ issues include the following:

1. There is an increasing awareness that the role of forests is very important in reducing emissions. Emissions reductions cannot be achieved by the forestry sector alone, because REDD+ implementation will not succeed without the support of other sectors. At present, coordination for policy harmonisation with other sectors has become easier and more open. However, this increase in capacity must be widened to (a) enhance the understanding and commitment of parliamentary members, because they have the authority to approve government programmes relating to climate change, including REDD+; and (b) increase the capacity of other related stakeholders, such as the Ministry of Finance, the Ministry of Foreign Affairs, and even the Financial Investigation Agency (*Badan Pemeriksa Keuangan*).
2. FGLG has become a forum for learning whose existence has been acknowledged by decision-makers at the MoF and also by the National Council for Climate Change (DNPI). FGLG members are often asked to act as a resource or expert, or even a negotiator for issues related to REDD+ at national events and representing Indonesia at international events. Many local and expatriate graduate and post-graduate students studying REDD+ in Indonesia have consulted with FGLG members. The group is regarded as the leading authority on REDD+ issues.
3. The value of actors in REDD+ gradually changes with increased understanding of REDD+. For example, entrepreneurs/private companies that are active in the management of forests, and who were previously ignorant about implementing SFM properly, now realise the need to apply best SFM practices; decision-makers who formerly had less concern for control of and monitoring the implementation of forestry activities in the field have now changed for the better by increasing their control as they are more aware that all activities must be measured, reported and verified (MRV); and communities have also become smarter and careful in selecting and supporting local leaders who are pro-environment, especially in the REDD+ pilot province.

Sharing knowledge on REDD+ has also helped to build a better understanding, such as, for instance, when a directorate general invited FGLG Indonesia to address the mechanism of REDD+ related activities from the stages of preparation to implementation. A pool of knowledge has been generated, and enriched time to time, to strengthen FGLG Indonesia itself as a centre of excellence on REDD+ initiatives and the green economy (e.g. the Low Emission Development Strategy).

There has also been an attempt to cooperate with a Swedish-based institution to promote fair trade issues and FSC, as there is great potential in upcoming activities for these two market-based and internationally acknowledged certifications to work closely with the future carbon market scheme. This initiative is a follow up to activities in 2012, when the issue of financing and a benefit-sharing mechanism was also raised in a joint workshop with NRDC, the Ministry of Forestry and the Ministry of Finance, with strong support from the local government (Gunung Kidul), to conduct a study and practice

about financing mechanisms. Potential carbon trade can also be an opportunity for supporting community forests, both on private land and within state-owned community forestry.

4.3. Strengthening communication and coordination among actors related to REDD+ issues

It cannot be denied that good coordination and communication, of the sort needed here, is rare in Indonesia, which means they are not easy to develop among stakeholders. For the implementation of REDD+, however, continuous coordination and communication with all related stakeholders is needed. FGLG sees REDD+ as an opportunity for the improvement of the forestry sector and peat lands in Indonesia, which also form part of the biodiversity in Indonesia.

FGLG's approach to communication has bridged sectors (mainly between the forestry and other sectors), and also the government, NGOs and communities. Even DNPI, which is tasked with coordinating the sectors related to climate change in Indonesia, has often asked FGLG to facilitate meetings among these sectors, particularly for REDD+ issues. In addition, NGOs that work to support the implementation of REDD+ have often asked FGLG to facilitate the conveyance of policy recommendations to decision-makers. Change that actually originates from within the Ministry of Forestry is more acceptable to decision-makers at the time of its proposal and when a recommendation is being communicated. With this bridging by FGLG, the relationship between NGOs and government, which is usually less harmonious, now features stronger and more open communication. Through support by the FGLG team, the MOF is also more transparent and open in communicating data related to REDD+, such as the method for calculating the rate of deforestation.

FGLG is making efforts to open up and optimise communication about REDD+ through printed media as well as through television, radio and the internet. Discussion and debate in the media is used by FGLG to convey accurate information on the role of the forestry sector in addressing climate change through REDD+. Misleading information related to REDD+ is leading to communities and local government with unrealistic expectations obtaining direct financial benefit through implementing REDD+ activities. By including journalists in its activities, information on FGLG's intervention in forestry governance is disseminated to the general public. This will trigger other sectors to do the same thing.

5. Looking ahead for FGLG Indonesia

There is no question that the issue of REDD+ in Indonesia is now becoming unpopular. A misunderstanding, resulting in the expectation of tangible cash benefits from REDD+ activities at the grassroots and local government level is one of the reasons for this unpopularity. The forest moratorium was greeted with skepticism, with most business leaders stating that the moratorium was unclear because of legal uncertainty and the weak land tenure system. Environmentalists argued that the existing plan was not sufficient to meet emission reduction targets. The implementation was not expected to be simple. REDD+ on the other hand, was recognised at least as a trigger factor for the improvement of forestry development in Indonesia. The REDD+ scheme should not be burdened with many problems, but it is true that REDD+ cannot be implemented if certain problems have not been overcome. Put simply, discussions on REDD+ cannot be separated from discussions on resolving the forestry issues in Indonesia.

FGLG foresees that SFM, as the anchor for the implementation of REDD+ in the future, must be managed in line with forestry development paradigms that are oriented to the resources and community-based development. These are: (1) changing the orientation of wood production from natural forests to plantation forests; (2) changing the orientation from wood forest products to non-wood forest products; (3) changing forest concessions from conglomerations to instead enhance the role of the people; (4) changing the forest management system from being optimised for log production to optimised for forest function; (5) changing the forest management authority from a centralised to decentralised one.

In response to this, FGLG has to define a strategy to participate in and contribute to the issues of forestry development. The issues involved in REDD+ will still be among FGLG's priorities, such as reference emission levels (REL), environmental and social safeguards, MRV and benefit sharing. Relating to forest governance, FGLG should also pay attention to the implications of new policies, including, among others, (i) the establishment of the lead REDD+ institution in September 2013, (ii) the Decision of the Constitution Court in May 2013 on recognising customary forests, and (iii) the enactment of the law on the Prevention and Eradication of Forest Degradation (P3H) in July 2013.

Another future issue of concern for FGLG is the positioning of the forestry sector in the climate change mitigation efforts. The forestry sector will play a very important role in achieving the emissions reduction targets of 26 per cent or 41 per cent of the BAU scenario in 2020. At the same time, in the National Forestry Plan (RKTN2011-2030), the forestry sector will play a role as the dominant economic driver in the future. Hence, the concept of the green economy (GE) in the forestry sector is a good approach for exploiting the economic potential of forests in the forestry development framework, in which the three pillars of GE can be integrated: low emissions, resource efficiency and social inclusion. Forestry development in the future will cover three main issues: how to implement sustainable forest management; how forests can improve people's livelihood, both inside and outside the forest; and how forests can eventually absorb and store carbon optimally.

In tackling these issues, there are at least three roles that can be played by the FGLG champions:

FGLG champions as forestry innovators: They can do provide innovations to improve the efficiency of forest production processes and product differentiation, and can conduct studies looking for solutions to be used in new policies in an effort to resolve the problems in the forestry sector.

FGLG champions as contributors to the community forest: They can immediately put into practice their soft skills and hard skills to encourage people, especially communities near the forests, to participate in and contribute to the achievement of sustainable forest management.

FGLG champions as communicators in forestry: They produce a variety of media propaganda about forestry in accordance with their respective passions and skills. Those who are happy in the world of writing can produce forestry propaganda in the form of articles, short stories, and so on. Many others could channel their passions and skills in other ways to express themselves on forestry issues. If this role were to be maximised, the gap between perception of the general public and the reality of forestry

would be minimised. Once communities feel close to forestry, the collective consciousness of the importance of saving the forests for the future will be realised. It could therefore be said this role is very varied, dynamic and very important.

To undertake all of these actions, funding is of course needed, primarily to: support the facilitation of meetings, FGDs and debates; carry out assessments, studies, and trainings; coordinate and arrange consultations with relevant stakeholders; increase public awareness and disseminate the lessons learned from REDD+ related efforts. IIED support for the FGLG efforts has been very effective in encouraging gradual changes to improve forest governance in Indonesia. Funding support is still needed to maintain out the efforts, ideas and innovations of the FGLG team.

Annex 1: List of FGLG Indonesia active members

No.	Name	Institution	Description, Role and Function
1.	Achmad Pribadi	Centre of Climate Change Policy Research, Ministry of Forestry	He is actively working on REDD+ issues, mainly in policy research.
2.	Agus Justianto	(Pusdiklat Kehutanan) Forest Training and Education Centre	<p>Active in campaigning RAN GRK and SRAP and RAD, through the Forest Research and Training, Agus Justianto's role gets stronger in campaigning to reduce GHG emissions through training activities. The Research and Development Agency has now been consulted to participate in developing capacity building related to climate change and GHG emissions.</p> <p>He is one of the initiators of FGLG Indonesia.</p>
3.	Ari Sylvia	DG of Forest Planning, Ministry of Forestry	Active in MRV issues of REDD+.
4.	Azis Khan	REDD Task Force/World Bank	With the position of independent researcher, Azis Khan joined the REDD Task Force in 2012. A National Strategy Concept should be delivered to Partner Provinces where they need to be helped towards a better understanding of REDD+ initiation and conceptualisation.
5.	Bambang Sukmananto	Perum Perhutani	Mr. Bambang Sukmananto was handed the lead of Perum Perhutani recently. He was offered Perhutani's top position, a State Owned Forest Enterprise that needed firm and effective handling. He wishes to make his institution the number one state-owned forest enterprise among <i>morat marit</i> .
6.	Bambang Supriyanto, Dr.	Environmental and Services Ministry of Forestry	Mr. Bambang Supriyanto also supports the development of demonstration activities in some conservation areas. He is involved in coordinating forest protection

			and nature conservation activities, and is active in addressing the issue of environmental services and intangible resources from forest.
7.	Budihita Kismadi	Inspirt	Previously as Convener FGLG.
8.	Dadan Wirahadikusuma	Gresgarut Foundation	FGLG member at the district level (Garut).
9.	Dani Munggoro	Inspirt	One of the initiator of FGLG Indonesia. He mostly works on capacity building issues.
10.	Danang Kuncarasakti	Ministry of Forestry	Currently continuing his doctorate degree, in the midst of his busy schedule as a government official in the Ministry of Forestry. He emphasised that he has just turned a new comer in the issue of REDD+. Since he is continuously involved in community development issue, it is important to focus his expertise on the REDD+ as it relates to community living near the forests. Mr Kuncara sees that there is potential value and opportunities in the implementation of REDD+ in applying community-based forest governance in Indonesia. Some efforts have been carried out to promote the internalisation of REDD+ and forest governance through the community approach.
11.	Dewi Rizki Lestari	FFI Indonesia-Consultant	Involved in REDD+ developing demonstration activities in production forests in west Kalimantan. A member of the evaluator team for the implementation of the Indonesia-Norway Project.
12.	Diah Raharjo	MFP2 DFID	In conclusion of MFP2 DFID, Diah Raharjo was also involved to promote SVLK as a tool toward better governance in the forestry sector. Related to aspect of REDD+, Mrs. Diah Raharjo promoted the relationship of SVLK

			with the implementation of REDD+ where SVLK would be positioned as a tool to promote SFM, and also be associated with the forest administration.
13.	Diah Utami	DG of Forest Utilization	A new member of FGLG Indonesia. Included as a young potential leader
14.	Dodik Nurohman	Lecturer in IPB (Bogor of Agricultural Institute)	Working a lot in REDD+ issues, and has written some publications on REDD+.
15.	Elizabeth Lukas	Local NGO in East Nusa Tenggara (ENT)	She is now working for a local NGO in East Nusa Tenggara. She is a gender champion and works as the grassroots level. Experienced with social forestry and community empowerment. Good networking with key stakeholders in ENT province.
16.	Enda	PERHUTANI	Working on REDD+ related activities in community forests, mainly in Java.
17.	Erna Rosdiana	Centre of Public Relations (<i>Pusat Humas</i>) Ministry of Forestry	Dealt with <i>Pusat Humas</i> (previously called PUSINFO) in the Ministry of Forestry in 2012. Coordination with Ministry's Secretary General preparing documents and publications. Sometimes had to meet the Ministry's deadline in obtaining forestry-related information for public release. Experienced with social forestry establishment and Village Forests by promoting national and regional programmes.
18.	Gun-Gun	Co-Director of JICA forestry Project	Involved in FGLG activities since 2002. He is now working to support demonstration activities for the REDD+ project in conservation forest in West Kalimantan.
19.	Happy Tarumadevyanto	FGLG, Forest Certification Auditor, Chain of Custody Assessor, now working in FSC Indonesia	Often involved in the issue of climate change. Currently involved in a green economic review on how relationship of GE

			implementation is applicable to Indonesia - what instruments need to be built to create good governance through GHG emission capacity building.
20.	Indra Explotasia	Deputy Director of Forest Controlling, Ministry of Forestry	Actively involved in REDD+ activities and discussion. She is also working in law enforcement issues in the forestry sector.
21.	Irsyal Yasman	Director of the Natural Resource Development Centre (NRDC)	Involved in climate change issues in the private sector. He used to be Director in INHUTANI I (a private company). He is also active in the Concessions Association (APHI).
22.	Laksmi Banowati	MFP-DFID2, previously Manager of UN-REDD project in Indonesia	Involved in climate change and wood legality issues.
23.	Lasmini Adi	ITTO Project	Active in supporting the SVLK (T-LAS) Timber Legality Assurance. Through the ITTO project, the SVLK has been promoted to assist the Ministry of Forestry in disseminating the timber legality process.
24.	Linda Yuliani	CIFOR researcher	Involved in REDD+ and gender issues.
25.	Muhammad Farid	National Climate Change Council (DNPI)	Active in forestry and climate change issues. He is a negotiator on REDD+ issues and head of the working group of REDD+ and LULUCF
26.	Nandang Prihadi, Dr.	DG of Forest Protection and Forest Conservation	Active in REDD+ and biodiversity issues.
27.	Pipin Permadi	FORDA, now involved in FORCLIME-GIZ	FORCLIME conducts research and field action, and supports several locations for REDD+ pilot projects.
28.	Puspa Liman	Coordinator of TFC (the Forest Conservation Act) Kalimantan	Working in community empowerment and REDD+ issues surrounding national parks.
29.	Ristanto Pribadi	DG of Forest Planning	A young FGLG member working on spatial planning issues.
30.	Suhaeri	Ministry of Forestry	His active roles in Ministry of Forestry under the Legal Bureau include assisting the MoF to

			initiate REDD-related regulation. In 2012, he assisted the Ministry to facilitate a brief consultation on “Penyelenggaraan Karbon Hutan” in Indonesia. A number of core stakeholders were invited, the regulation being prepared, was presented and their reaction to the government’s initiative in administering the forest carbon was observed.
31.	Thomas nifinluri	Deputy Director of the Forest Research and Development Agency, Ministry of Forestry	Working on REDD+ planning and programmes and actively supporting integration of gender issues into REDD+.
32.	Titiek Setyawati	Senior Researcher in FORDA, Ministry of Forestry	Working on MRV of REDD+ and SFM in production forests.
23.	Thomas nifinluri	Deputy Director of Forest Research and Development Agency, Ministry of Forestry	Working on REDD+ planning and programmes and actively supporting integration of gender issues into REDD+.
34.	Ujang Koswara	Foundation of Pilar Peradaban	FGLG member at the grassroots level. He is an innovator in forestry activity.
35.	Susetyaningsih	Perum Perhutani	Roles in Perum Perhutani (state-owned enterprise forest) becoming more prominent. Her knowledge of sustainable forest management (SFM) principles strengthen her position in campaigning and promoting SFM as part of potential REDD+ to be applied in forest management units under the jurisdiction of Perum Perhutani.
36.	Yani Septiani	FGLG, ITTO Project, NRDC, REDD+ working Group-MoF	Forest Governance Learning Group, is now focusing on the issue of gender in REDD+. In 2012, she took her role as FGLG convenor. Previously ran a project addressing sandalwood - Promoting Cendana programme in Nusa Tenggara Timur. Now she is working to support REDD+ demonstration activities in trans-boundary management areas in west Kalimantan.

37.	Yosef Arihadi	RECOTC-Indonesia	Involved in REDD+ activities, mainly at the grassroots level.
38.	Yurdi Yasmi	CBTS Manager	Now working for ICRAFT. Previously he was a Unit Head for Capacity Building, Research and Technical Services in the the largest unit at the Center for People and Forests (RECOFTC) in Bangkok. His main responsibility is to ensure RECOFTC's work on capacity development and research are delivered effectively in Asia and the Pacific region, and also in Africa.
39.	Wahyudi Wardoyo	Advisor in TNC Indonesia	One of the experts on REDD+ in Indonesia
40.	Wandoyo, Siswanto	Consultant	FGLG writer. He has experience related to forest planning and REDD+.
41.	Zulfira Warta	WWF Indonesia	Handling REDD+ in conservation forests.

Annex 2: FGLG Indonesia 2009-2013 work plan

Output 1. National REDD+ strategy, with credible components on good forest governance

Activities	Timeline	Roles
1.1 Develop 1 policy brief on Benefit Sharing in REDD	Ready in draft by end September 2012. Finalised, printed and available on the website by October 2012	FGLG team
1.2 Decision-makers and other stakeholders meeting to share the findings of the policy brief (1.1 above) and identify ways forward	October 2012	FGLG team
1.3 Develop simple learning tool on REDD+ for decision-makers at national and sub-national level and grassroots stakeholders. Possible format: interactive presentation	June 2012	Inspirit, supported by material from FGLG team (IITO, FFI, WWF, MoF) Manual for grass root level developed by CFET-RECOFTC
1.4 FGD (cooperation with working group of CC-MoF and CC council-DNPI) to review/improve learning tool (1.3 above)	July/August 2012	Inspirit
1.5 Training workshop using the tested tool (1.4 above) for decision-makers within MoF and, if possible, including decision-makers in provincial level (echelon 2) to increase awareness and understanding about REDD+	August/September 2012 Will be implemented on November 2013	Inspirit FGLG team and WG CC of MoF, CIFET-RECOFTC for grassroots level
1.6 Map activities/local experience on REDD+ and gender in Indonesia – and produce a short report of the mapping	Aug 2012	FGLG team, CIFOR and WOCAN
1.7 Disseminate printed material (1.6 above) to the relevant stakeholders and decision-makers on REDD+, such as	November 2012	FGLG team and Working Group of CC of MoF

those within MoF, Task Force
REDD+ and CC council

Output 2. FGLG Indonesia alumnae effectively engaged in implementing REDD+ strategy

Activities	Timeline	Roles
2.1 Develop a database of FGLG alumnae and their current roles/functions and how they engage in REDD+	May- June 2012	FGLG team Happy T.
2.2 Develop webpages on FGLG alumnae work/roles	August 2012	FGLG team
2.3 Record stories of change from selected FGLG alumnae and produce them in an effective product form	November 2012	FGLG team

Output 3. Findings and lessons from experience relevant to REDD+ and governance taken up by stakeholders in REDD+ initiatives

Activities	Timeline	Roles
3.1 Synthesise experience of REDD+ initiatives on the ground, such as demonstration activities and voluntary initiatives in all types of forest (production, conservation and community forest) – and produce a report in booklet form	October 2012	FGLG team
3.2 Organise national workshop to present results of the synthesis in 3.1 and gain commitment to pursuing ways forward	Sept/October 2012	FGLG team
3.3 Formulate draft country position with UNFCCC Indonesian delegation based on synthesis (3.1) and workshop (3.2) results.	November 2012	FGLG Team WG of CC MoF

Annex 3: Self-Evaluation FGLG-Indonesia

Country Indonesia

Date of assessment September 2013

Approach of FGLG initiative (in your own country)

1.1 What were the major forest governance issues and opportunities in your country since 2005? [list them?]

2005-2007

Forest Policy is not aligned: ego-sectoral; ineffective spatial plan; weak of coordination (central-provincial and district level); ineffective regional autonomy process

Illegal activities and ineffective law enforcement: encroachment of forest area; illegal logging and its associated trading; different preception of legal timber

Lack of tenurial clarity: land conflict; insecure forest area

Key solution to solve the above issues is legitimate leadership

2007

REDD+, a global mechanism for reducing emissions from deforestation and forest degradation, has been adopted in Indonesia as an opportunity for improving forest governance.

The law No. 41/1999 mandated that forest be regulated by the state taking into account the rights of indigenous people, to the extent that they still exist and do not conflict with national interest. The management of the state forest area in Indonesia, which makes up to 60 per cent of the country's total land area, is under the authority of the Ministry of Forestry. The increasing need for land as the result of the growing population, decentralisation, economic growth and the interest of development of other sectors (such as agriculture, plantation, housing and public works) has put pressure on forest resources and the forest area. Another matter which should be highlighted is the demand for better management of forests at the local level by involving local people around the forest and giving greater access to forest resources to the people. Based on FGLG discussion, there is an indication that community knowledge of and participation in REDD+ are extremely limited, and there are concerns that REDD+ implementation may trigger fresh conflicts.

Five component issues related to REDD+ in Indonesia are:

Policy interventions to address drivers of deforestation and forest degradation in different landscapes of forested areas (conservation and protection forests, production forest, plantation forest and oil palm plantation in relation with land use change, peat land),

Preparation of REDD regulations (e.g. procedures of REDD implementation and establishment of REDD/REDD+ institution).

Methodology (establishment of Reference Emissions Level/REL) and development of MRV system (measuring, reporting, verification).

Institutional setting (establishment of REDD institution, national registry, financing including distribution of incentive and accountability, capacity building, stakeholders communications)

A key solution to solving the above issues is legitimate leadership, so improving capacity of all stakeholders is very important.

1.2 What have been the most effective methodologies that FGLG has used since 2005? *[describe as many as you wish. You could refer to the country level methods from page 23 of the project document]*

Capacity building of potential leaders (mid-level professionals within the Ministry of Forestry; Echelon IV level within Ministry of Forestry) to create agents of change/champions through training workshops/short-term courses

Focus group discussions that invited national forestry figures such as Prof. Dr. Emil salim, David Kaimowitz, Director General of CIFOR, Secretary General of Ministry of Forestry, etc.

FGDs/meetings/debates on the important issue particularly related to REDD+ and community forests

Building networks, not only at the national level but also internationally

Training workshop to improve the capacity of FGLG members

Development publication/policy brief to implement forest governance of REDD+

Improving coordination between national and sub national levels

1.3 What changes have there been in the approach of FGLG in your country since the start of the initiative? Why have these changes taken place?

As we know, engaging multiple government agencies and stakeholders is a challenge; coordination between central and local governments has never been easy in Indonesia. Therefore FGLG has played a role as a bridge to connect all the relevant parties, either at the national level or at sub-national level (in some provinces) to improve understanding of the REDD+ programme. FGLG also promotes REDD+ programme/activities to

decision-makers, not only in the Ministry of Forestry but also to other relevant ministries (Ministry of Finance and the National Planning Agency (Bappenas), the REDD+ Task Force and decision-makers in the private sector, even key persons at the sub-national level. FGLG intervention through improving the capacity of potential leaders within the MoF and other key stakeholders has created the following change:

An FGLG member is involved in REDD+ Task Force in formulating the REDD+ national strategy and selecting the REDD+ pilot province. Now the national REDD+ strategy has been approved (2012) and Central Kalimantan has been selected as pilot province (2011). The strategy is now used as a guideline for implementing REDD+ at the national level and translated into a Provincial Strategy and Action Plan (SRAP).

Key policy makers in the MoF have committed that REDD+ will be accommodated in their programme, as a main indicator in the concept of strategic planning of the forestry sector (2015-2019). Regular communication and flooding information to the key private sectors (Indonesian concession association-APHI) by the group have improved awareness of how best forest management practices in forest planning and harvesting techniques can reduce GHG emissions significantly.

FGLG members are now a driver of REDD+ issues in the forestry sector, mainly in providing recommendations to improve policies related to REDD+ and supporting stakeholders to be more transparent and more willing to collaborate, cooperate and coordinate with others. The government (MoF) has gradually broken down boundaries between sectors when making policies for REDD+, in order to prioritise the broader national interest over each ministry's individual interests. FGLG supported MoF to be more transparent in providing forest monitoring data, such as series data set on land cover dynamics that should be downloadable to the public. Now the data (for example, the calculation of deforestation methodology) has been put on the MoF website and is accessible by the public.

REDD+ (Reducing Emissions from Deforestation and Forest Degradation and sustainable management of forests and enhancement of carbon stock) is only successful when all the forest users and managers, including women, are included equally in the decision-making process and their interests and needs are taken into account. FGLG's approach, through creating gender champions, has contributed to strengthening women's voice in

decision making for the implementation of REDD+. Gender champions at the national level have connections with gender champions at the field level in some provinces) Mainstreaming gender into REDD+, which was initiated by FGLG members, has now become recognised by stakeholders, particularly decision-makers. Each DG within the MoF now started to identify the concrete activities that are gender responsive.

At the provincial level, FGLG intervention has improved local government regulation in sandalwood management in East Nusa Tenggara province. Based on new local government regulation, communities receive 100 per cent of the economic benefit from the sale of sandalwood harvested from their farm land. And the motivation of communities to plant sandalwood now is growing.

An FGLG proposal for improving regulation related to revolving fund for community forest in private land (*hutan rakyat*) has been accommodated in new regulation. Now the forest farmers in private land can propose a loan scheme (through an 'evolving financial scheme', or *pinjaman dana bergulir*) for plantation forest developers.

Involved in UN-REDD work evaluation in Indonesia. This part was a joint effort with the UNEP programme to evaluate the impact of UN-REDD Indonesia from its communication strategy. UN-REDD had an Indonesia Program that created a REDD+ preparation strategy in a selected province (Central Sulawesi). The process of preparation emerged to some extent through an inter-sectoral approach to consolidate the phase of introduction and institutional arrangement. This experience provided plenty of lessons that REDD readiness needs a harmonised overall governance system.. Also one member of FGLG is involved in REDD+ project (under Letter of intent Indonesia-Norway) evaluation.

Low Emission Development Strategy. As the Indonesia government has committed to reducing GHG emission by 26 per cent under its own efforts and by 41 per cent with support from external countries, the strategy of LEDS implementation is crucial. This is a learning process to scan the progress of the government's commitment to reduce emissions in Indonesia. In the implementation of the strategy, a series of multi-stakeholder dialogues is a must. There is a need to collect different perspectives and establish a common platform for strategising on the LEDS.

Responsible Forest Management Initiative. FGLG opens the access of FGLG initiators to leverage the capacity of and cooperate with some initiators who

are working on the issue of responsible forestry. This issue needs leadership to give strong value in responsible management. Involvement in certification and sustainable forest management is part of securing the capacity of FGLG initiators.

FSC Principles and Criteria harmonised standard. Recently a harmonised standard, which is applicable to the Indonesian case, has been introduced. Inputs to the development of national standards are more than expected. Therefore internalisation of standards needs to be familiarised through a series of discussions. Some FGLG members have given their points of view to enrich the harmonised standards and their implementation.

1.4 How effective has the team-based structure and approach of FGLG been? Comment on the strengths and weaknesses of this.

To date, FGLG's approach has been effective. As we know, FGLG has limited resources but it can play a significant role in improving good forest governance

Strengths :

Supported by professional and qualified persons with a forestry background as FGLG champions

Most of FGLG members come from the Ministry of Forestry. The MoF is the key target for change because it is the most influential actor in implementing the REDD+ programme. And its difficult to change the organisation from outside, using champions from inside the organization is more effective.

Has FGLG budget to run the programme, including to initiate discussion and facilitate meetings as required and to develop publications such as the REDD+ module

Weaknesses

Indonesia is big and very diverse. FGLG intervention could not reach the sub-national level (district and forest management unit level). The FGLG forum in provincial level is not running well. One or two provinces should be selected as FGLG target areas to scale up activity/programmes at the provincial/district level.

Limited budgetary and human resources support the FGLG programme. Despite this, coordination, communication and synergy in various aspects related to development activity and the mitigation of climate changes in the forestry sector (REDD+) at the national and sub-national levels (province and district) need to be carried out continuously.

Still encounter resistance and refusal to change from some key decision-makers.

Performance and impact of FGLG (in your own country)

2.1 To what extent has FGLG has contributed to improved forest governance in your country [*tick the best box and provide an explanation for your answer*]

- No contribution at all
 Minor contribution only
 Significant contribution
 Highly significant contribution

Explanation:

FGLG has been a significant contributor to the REDD+ readiness phase in Indonesia :

Policy intervention at the national level to address drivers of deforestation and degradation in different landscapes

Preparation of REDD+ regulation (DA REDD+, implementation of REDD+ programme)

Methodology (e.g. improving transparency in providing data series)

Institutional setting (establishment of REDD+ institution, national registry, etc.)

Relevant analysis (benefit sharing, DA REDD+ analysis, etc.)

2.2 For each of the 4 outputs of FGLG – how do you rate the performance of FGLG [*give a score where: (1) = governance impacts have been widely achieved that have had wider impacts on the ground; (2) = governance impacts have been achieved that have had some impacts on the ground; (3) = some governance impacts have been achieved but with little actual impact on the ground; (4) = there have been only limited learning or governance impacts with no signs of tangible impacts on the ground*]. Give an explanation for your assessment score

Output 1: Forest rights and small forest enterprise

Score =1

Explanation for score given:

Output 2: Legitimate forest products

Score =1

Explanation for score given:

Output 3: Pro-poor climate change mitigation and adaptation through forestry

Score =2

Explanation for score given:

Output 4: Trans-national learning and preparedness

Score =2

Explanation for score given:

2.3 What external factors (outside the control of FGLG) have affected the impacts that FGLG has had? *[describe them]*

External factors could come from the support itself and commitment. Policy change could affect the FGLG initiators in terms of their initiatives. Rolling position in an institution would influence the process of decision making. Some committed FGLG initiators and active persons have changed their position. In one case, the change of committed FGLG initiators would create a positive impact on the FGLG initiatives. Support for FGLG work in some areas is abundant and encouraging. In other cases, the change of position might affect their focus and their commitment.

A change of government policy that might not send a sufficient green signal for the opportunity for FGLG active members to stay active.

The issue of incentives (both financial and non-financial). The lack of such incentives for some led them to act in ways not fully supportive of the spirit of FGLG itself.

2.4 Describe the performance of IIED as overall coordinator of FGLG in terms of (a) its capacity support and (b) overall management support for your in-country team and your team's actions.

IIED has been working in Indonesia for a number of years. Its management is also to coordinate with FGLG initiative. Its capacity support is relevant to tackling the issue of natural resources management. IIED is a scientific and applied science implementation service that needs to collaborate with local and regional institutions to support FGLG's work. IIED requires socialisation of its programme to a larger population. Some parties have already acknowledged IIED's work in giving guidance to decision-makers and practitioners. FGLG is a vehicle to promote IIED's work in a larger community in the Asia Pacific regional, particularly in South East Asia.

2.5 To what extent will partnerships and working approaches developed under FGLG continue after the end of the current phase? Comment on the sustainability of the FGLG initiative. What needs to happen for the effective approaches to continue?

FGLG is possible through its partners and implementers' initiatives. Partnership and working approaches should be continued to some extent, therefore strengthening the knowledge capacity and familiarity with the governance programme should be through the following ways:

Mentoring the decision-makers and practitioners

Assisting the FGLG implementers to approach decision-makers

Helping the FGLG implementers to sharpen the vision and mission in order that it matches the global vision in securing the environment through partnership.

2.6 Describe any changes in the relationship between government and civil society in your country as a result of FGLG?	<p>The perspective of government gradually changes. At first it was unacceptable to government that there was another power that it needed recognition and support, i.e. the civil society movement. Later on the government, had to admit their presence.</p> <p>At first, the government was not open to communicating with the civil society. Pressures thus increased on government – requiring actions to release. . Government should be acting more pro active and listening. FGLG as a vehicle could make the process of implementation of ideas more reliable and easier. FGLG is also a tool for facilitating interaction among relevant stakeholders such as civil society, government and the private sector. Those three necessary stakeholder groups should have a foundation and agreed-upon principles to collaborate with each other.</p> <p>It is recognised that REDD+ should be implemented in an inclusive manner. Regulation/policy in forest management was formerly issued only by central government (Ministry of Forestry) or local government. Now it needs to be developed through multistakeholder and transparent processes involving CSOs. FGLG has provided role as “bridge” not only between government and CSO but also between parts of government itself.</p>
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2.7 Has the FGLG had any unexpected impacts? Describe these.

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2.8 What evidence is there to show that the various activities that you have carried out have had impacts on the ground (for target groups)? Describe this evidence – or list any documents/sources of evidence

The evidence:

A concept note on how the negotiation process is developed. This ‘lesson learned’ document is aimed at the relevant decision-makers

The behavioural change has happened. The government officials have gradually become more friendly; they are more welcome and although they need to work more in this regard, but communication at least has been opened.

Ice breaking between officials and civil society. FGLG is an ice-breaking vehicle.

Lessons learnt from FGLG

3.1 Describe any innovative approaches that FGLG has followed in your country

Informal approach creates a flexible communication pattern

Focused group discussions

Field visit experience will combine with a thorough learning process in which the evidences and lessons learned are collected from the fact findings

A series of training courses to share knowledge

	<p>A series of dialogues to sharpen objectives</p> <p>Strengthening networks with key stakeholders involved in prioritising issue</p>
<p>3.2 Describe (in bullets) any lessons from FGLG about effective ways of influencing forest policy and enhancing forest governance</p>	<p>Capacity building of potential leaders, not only in government but also in the private sector and NGOs</p> <p>Open communication through dialogues and consultation with key stakeholders</p> <p>Provide robust/transparent data and information to support policy improvements</p>
<p>Other comments about FGLG</p>	
<p>4.1 Do you have any other comments about the performance and lessons from FGLG? Please describe them here.</p>	<p>We recommended continuing to support the FGLG programme and activities in Indonesia. FGLG initiatives have been successful as a drives of change in supporting good forest governance, but still need resources (funding) to facilitate activities influencing forest policy and enhancing forest governance in Indonesia.</p>

Annex 4: List of Publications by FGLG Indonesia

Setyowati, A.B., Gurung, J. & Septiani, Y. (2012) Integrating gender into REDD+ safeguards implementation in Indonesia. UN-REDD Programme, FAO, UNDP, UNEP.

<http://nrdcf.com/fglg/publication>

Setyowati, A.B., Gurung, J. & Septiani, Y. (2012). Integrating gender into safeguards implementation in Indonesia. UN-REDD program, UNDP, FAO and UNEP

Septiani, Y. & Setyawati, T. (2012) Sandalwood resources and its management in East Nusa Tenggara Province, Indonesia. International Sandalwood Symposium Hawaii 2012.

<http://www.lulu.com/shop/madhugiri-nageswara-rao-and-jaya-r-soneji-and-danica-t-harbaugh-reynaud/proceedings-of-the-international-sandalwood-symposium-2012/paperback/product-21355501.html>

Guideline for negotiators; Understanding of REDD+ and LULUCF Negotiations (Memahami Negosiasi Perubahan Iklim: REDD dan LULUCF); (Indonesia version)

<http://nrdcf.com/fglg/publication>

FGLG Indonesia (2013) Synthesizing experience of REDD+ initiatives on the ground. Natural Resource Development Centre, Indonesia.

<http://nrdcf.com/fglg/publication>

Jauhari, A. Septiani Y., Thaheer, H., Widyantoro, B., Manurung, T., Satono H. and Raharjo B. (2013) Sustaining South Kalimantan; An ITTO project has produced a long-term plan for the province's wood industry. ITTO Tropical Forest Update 22/3.

http://www.itto.int/direct/topics/topics_pdf_download/topics_id=3761&no=1

FGLG Indonesia (2013) Analysis of REDD+ benefit sharing in Indonesia; Lesson learned from PES. Natural Resource Development Centre, Indonesia

<http://nrdcf.com/fglg/publication>

ITTO (undated) FGLG Indonesia proposal for ITTO-TFLET Thematic Programme on Forest Law Enforcement, Governance and Trade (TFLET), 'Strengthening the governance of community forest through improved capacity to adequately perform timber administration in Java and Nusa Tenggara region in Indonesia'

http://www.itto.int/files/itto_project_db_input/3086/Project/TFL-PD-033-13-R2-M-Project-Document.pdf

ITTO (undated) FGLG Indonesia proposal for ITTO Thematic Programme on Forest Law Enforcement, Governance and Trade (TFLET), 'Strengthening the Capacity of Local Institutions to Sustainably Manage community Forestry in Sanggau for Improving Livelihood'

http://www.itto.int/files/itto_project_db_input/3085/Project/E-TFL-PD-032-13-R2-M-Indonesia.pdf

Press articles

7 December 2011, Gender Links, 'Women demand inclusion in efforts to save forests'

<http://www.genderlinks.org.za/article/women-demand-inclusion-in-efforts-to-save-forests-2011-12-07>

December 2011, Environment Leadership Programme Alumni Reflect on the UNFCC COP 17,

<http://beahrself.berkeley.edu/elp-alumni-reflect-on-the-unfccc-cop-17/>

The Forest Governance Learning Group is an informal alliance of in-country groups and international partners currently active in seven African and three Asian countries. We aim to connect those marginalised from forest governance to those controlling it, and to help both do things better.

This report gives an overview of the activities and achievements of the Indonesia FGLG team between 2009 and 2013.



Project materials

Forests

Keywords:

Forestry, Forest Governance Learning Group, Natural resource management



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