

Devolution Model Of Forest Management In Conservation Area

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Abstract: Devolution of forest management in Indonesia, which has not been applied to the forest conservation, lead to tenurial problems of forest management. This study aims to formulate a descriptive model of devolution of forest conservation management. The study used a qualitative approach, the case study is Bantimurung Bulusaraung National Park. Data were collected through field observation, in-depth interviews, and focus group discussion. Quantitative descriptive analysis and stakeholder analysis conducted to achieve the research objectives. The results found devolution model components consist of area management, goal management, the system of rights and responsibilities, as well as the actors involved. Devolution models implemented through two approaches, namely economic development approach will be applied to specific zones in Samangki village and combinations of alternative livelihood approach and participatory planning approach will be applied to the traditional zone in Labuaja village. The application of the model will alleviate poverty in forest communities, strengthening the status of the right of people to manage forests, and creating community partnerships to manage forest conservation.

Index Term: devolution, management, forest conservation, tenure rights, partnership.

1 INTRODUCTION

Devolution of forest management is one of the fundamental issues of decentralization of forest management in Indonesia. The Ministry of Forestry has made devolution of forest management as one of the strategic programs to empower communities to manage forests. The program consists of three schemes, namely Community Forest, Forest Village, and People Forest Plantation (Supratman and Oka, 2009) [1]. The imbalance that occurs when the existing devolution can only be applied to the forest production and forest protected areas, whereas in forest conservation, no devolution scheme that can be applied. The facts on the field show the problems that occur in the forest management of forests production and forests protected also occur in forest conservation (Sabar and Supratman, 2011)[2]. The Government has given access to the community to manage the forest konservationh area through collaborative management policy (Kementerian Kehutanan, 2004)[3] or through special zone and traditional zone management (Kementerian Kehutanan 2006)[4], however, both these policies have not been able to resolve conflicts of forest management. Bantimurung Bulusaraung National Park is one of forest conservation in Indonesia, which has a high conflict escalation. The conlict was caused by community access to manage national park area was restricted, in the meantime, the community has a very high economic dependence on the national park area (Hasanuddin, 2011)[5]. The access restriction is a forest tenure issues, which need to find a solution through the devolution of forest management scheme.

This study aims to formulate a descriptive model of devolution of forest management in Bantimurung-Bulusaraung National Park area. The results of the study will be a reference in the policy formulation on devolution of forest management in protected areas, especially in Indonesia.

2. RESEARCH METHODS

2.1 Approach

The study used a qualitative approach, with the case study is Bantimurung-Bulusaraung National Park area.

2.2 Methods

This study was conducted in the special zone in Samangki Village and in traditional zone in Labuaja village of Bantimurung-Bulusaraung national Park. Data were collected in October 2013 to February 2014, using the technique of field observation, in-depth interviews, and focus group discussion.

2.3 Data Analysis

Quantitative descriptive analysis and stakeholder analysis (Bracke, et al, 2005)[6], conducted to describe the descriptive model of devolution of forest management in the conservation area.

3. RESULTS AND DISCUSSION

3.1 Description Model of Management Devolution of National Park

3.1.1 Areal Manage

Devolution on areal manage is the transfer of authority on management rights from the government to local communities, through the mechanism of clearance. Devolution area management aims to create certainty management rights over the land that has been used by people who are in the traditional zones and special zones of national parks. Mechanism devolution of management rights is as follows: The community forest users apply for forest utilization permission in specific or traditional zone to the Minister through the village head. Forestry Minister delegate his decision-making management authority over the use of forest in the special and traditional zone to Head National Park Authority The head of the village to verify correctness of the

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requested area and propose permission to Head National Park Authority The head of the National Park representing the Minister of Forestry to verify and issue a use permit of special and traditional zone areas The head of the National Park with the District Government to facilitate community who have permission to make a Deed of formal title to manage the traditional or special zone areas. The head of the National Parks, District Government, and Village Heads facilitates community to perform area boundary. The head of the National Parks, District Government, and Village Heads facilitate communities to develop institutional management of the area The head of the National Park with the District Government and other stakeholders to develop community capacity to manage forestry business units for the purpose of conservation and community economic development.

3.1.2 Management Objectives

The main objective management of special and traditional zones of national park is to provide access to local communities to manage forests sustainably to improve their welfare while preserving the conservation function of national parks. Devolution of forest management objectives will shift the management objective that more concentrated to the conservation goals into management objectives that balance between conservation goals with economic goals. It would also shift the dominance of government in the decision-making process on management objective to balance of involvement of local people.

3.1.3 Rights and Responsibilities System

There are three types of community groups involved in the conflict management of national parks (Wewenang, 2013)[7] namely: The first type are the primary users of forest resources, which they hung around the basic needs of the National Park forest. This group is a native and settle permanently at the village hereditary. The second type is secondary users, that they are dependent only one or two of forest products from national park areas. This group is migrants and not settle permanently in the village. The third type is a special user, that they control the land for the historical memory of their offspring. This group is a native of the village but no longer living in the village, but has a legacy of land in the village. These three types of communities mentioned above still gets to control the land in the national park, however, they manage their land rights are very weak. Devolution of forest management will develop the tenure rights of communities to manage the national park area, includes the use right, management rights, transfer of rights, duration of rights, and exclusion right.

Table 1. Matrix Community Tenure Rights System Development for Managing National Park area

Aspects of Tenure Development	Development Tenure Rights by Type of Community Group		
	First Type	Second Type	Third Type
Use Right	Collaborative	collaborative	Collaborative
Management Right	collaborative	Collaborative	Collaborative
Duration Right	Unlimited	Unlimited	Limited
Transfer Right	Limited	Limited	without rights
Exclusion Right	not exclusive	not exclusive	not exclusive

Development use and management rights "collaborative" means that the community rights should be developed from individual management right (self-management) to collaborative management right. In collaboration management rights system, a set of national park management arrangement is formulated by National Park authority with community. These settings include the technical cultivation settings and social settings (institutions and organizations) are directed to the ongoing ecological processes and the stability of forest resources, the increasing productivity of forests for the benefit of the community, as well as a fair distribution of forest products among communities users, the National Park authority, and community generally. Duration rights "unlimited" means that the community has tenure right to manage the National Park area throughout their generations as long as not expand acreage and do not develop management patterns that could potentially interfere with conservation objective management of national parks. While the term of the rights of "limited" means that the community has the right to manage a maximum of one production rotation of the long-term of crops they planted prior to 2004. After that, the right to manage should be returned to the national park authority for further management. People who manage the area with the right base is legacy, not given the right to inherit area that they manage to the next generation. By the time they had died the right tenure returned to the national park authority. Transfer rights are "limited" means that the community rights is limited to transfer land they controlled only to the members of his family who had settled in the village prior to 2004. Community is prohibited to transfer the management rights to the people from outside the village. Rights that are "not exclusive" means that all management inputs required for the management activity are not necessarily borne by community. Similarly, all output generated from management activities should not be enjoyed solely by community. It is especially in certain areas managed by communities with high potential to disrupt national park management objectives. In such areas, the required management inputs can be derived from the national parks authority and other parties concerned. Similarly, the output of the management of such areas can be built sharing system between communities and national park authority and other parties concerned. Exclusivity rights that are "not exclusive" also means that all the risk management will be shared by the parties concerned, not only by community. Development of community tenure rights system as described above leads to the two strategies, namely tenure reform and

land reform. Tenure reform strategy is the change in the rights to manage forest resources in the area of national park legally by the government together with the local community without changing the land holders. This strategy is implemented to first and second types of community groups. Land reform strategy is redistribution of tenure holder. This strategy is implemented at third types of community groups. Tenure system development must also be balanced with the development of community responsibility in forest management from individual responsibility into individual and social responsibilities. Individual responsibilities associated with responsibility of each household managing the land for the purpose of fulfilling the economic needs of the household, while the social responsibility associated with the sustainability of ecological functions of the area they are managing. To realize the social

responsibility, the management of each unit of land that is managed by an individual farmer households should be integrated with the management of a special or traditional zones of national park. The management integration covers all elements of forest management has been regulated in Forestry Law No. 41/1999 (Dephut, 1999)[8] namely: a managed area boundaries, work plans, forest utilization, rehabilitation and protection of forests, and forest conservation.

3.1.4 Actors Involved

The results of the stakeholder analysis known actors who should be involved in the devolution of forest management in national park area such are presented in Table 2.

Table 2. Stakeholder Analysis Matrix

No.	Stakeholders	Power			Interest			Legitimacy		
		Larg e	Mediu m	Sm all	Larg e	Mediu m	Smal l	Larg e	Mediu m	Small
1.	National Park Authority	+++			+++			+++		
2.	Province Government			+	+++					-
3.	Regency Government			+	+++					-
4.	Village Government			+	+++					-
5.	Local Community			+	+++					-
6.	University			+	+++			+++		
7.	NGO			+	+++			+++		

Description:+++ / --- = very strong, ++ / -- = moderate,+ / - = Low

The matrix above shows that the National Park authority has strengths, interests, and legitimacy very strong in park management. This is because the National Park authority is a representative government that carry out deconcentration functions to manage the National Park area (Kementerian Kehutanan, 2007)[9]. Location of the National Park area straddling two regencies lead the South Sulawesi Provincial Government has attached great importance because management of the National Park area has the potential to have an impact across regions, however, the provincial government does not have the power and legitimacy in the park management decisions. Maros regency government also has a great importance for the management of the National Park as it relates to the sustainability of natural resource management and public welfare of Maros regency, however, Maros regency government has relatively little power and do not have a legitimacy in the park management decisions. Maros regency government has a greater role in facilitating the process of resolving conflicts between community and national park authority by forming an Integrated Team in 2008 (Pemerintah Kabupaten Maros, 2008)[10]. However, the performance of the team is relatively low because the Maros Regency Government has no legitimacy in park management decisions. Thus, the concepts of conflict resolution offered by Integrated Team can not be implemented in the field because

the regency government does not have the power to engage in the decisions making process on park management. On the other hand, the National Park authority also does not have the power to implement the concepts of conflict resolution because it does not have the legitimacy to take management policies prior to getting approval from the government. Village Government and local communities have a great importance for the management of traditional and special zones in the National Park in terms of improvement of social welfare and economic development of rural uplift. Village Government and local communities also have the power to organize and mobilize communities to implement park management policies set by the government, however, both these stakeholders do not have the legitimacy to participate in management decisions. University and Non Government Organization (NGO) is a support organization that has a huge interest in the sustainability of park management. Both of these stakeholders also have a strong legitimacy in providing assistance to empower communities to manage forest resources, act as a mediator in the conflict resolution process, as well as providing technical and scientific considerations in implementing the park management policy. However, both of these stakeholders has a relatively low strength in the decision making process of park management. The results of the stakeholder analysis further grouped in the following Venn diagram:

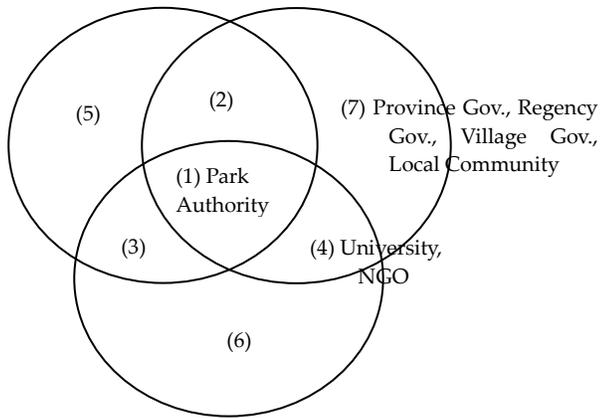


Figure 1. Venn Diagram of Power, Interest and Legitimacy of National Park Management

Figure 1 shows that the government has the power, interest, and legitimacy which is very strong in the park management. This led to the government being the dominant category (category 1) in the park management decisions. Provincial government, regency government, village government, and local community stakeholders including marginal category (category 7) that stakeholder interests are very large, but has a low power and does not have legitimacy in the park management decisions. Universities and NGO stakeholders including vulnerable category (category 4) that have a strong interest, legitimacy, but its strength is relatively low. The results of the stakeholder analysis illustrates the imbalance between the interests, strengths, and legitimacy of stakeholders in the decision making of park management. Devolution of forest management will shift the dominance of the role of government to strike a balance between the interests, strengths, and legitimacy of stakeholders in the decision making of park management.

3.2 Approach in Implementing Model

There are two situations in implementing devolution model of national park management. First, the determination of land used by the public as a special zone of the national park can not resolve the problems of poor people, because their access is restricted. This situation is found in the village of Samangki. The approach will be applied to this situation is the economic development approach (Edmun D; E. Wollenberg; A.P. 2003)[11]. This approach aims to increase the productivity and value productivity of farming units that existed at this time, followed by the institutional and market development. This approach can alleviate poverty and prevent the expansion of area manage by the people. Second, the situation where the community need for farm land mostly from the national park area, however, there are alternative land outside the park area that can be managed by the community if their access in the national park area is restricted or eliminated. This situation is found in the village of Labuaja. The approach will be applied to this situation is a combination of alternative livelihood approach to participatory planning approach (Edmun D; E. Wollenberg; A.P. 2003)[11]. In this approach, the national parks authority build partnerships with Maros regency government and local communities to develop collaborative management model in traditional zone area. Maros regency government facilitate the community to manage intensively the

unproductive lands outside the national park area as an alternative to their livelihood. This will reduce the community's dependence on the traditional zone area. This approach will also integrate traditional zone management system with a system of land management outside the national park. The management integration will be a management model on traditional zone management as community economic development zone. This model will improve the welfare of the community, to prevent people managed to expand the area of the buffer zone or core zone, reinforcing the status of tenure rights of communities to manage forests, as well as creating a partnership between the national parks authority, Maros regency government, and local communities.

4. CONCLUSION

Devolution model of Bantimurung-Buliusaraung National Park area consist of 4 components namely, area management, goal management, the system of rights and responsibilities, as well as the actors involved. Devolution models implemented through two approaches, namely economic development approach will be applied to specific zones in Samangki village and combinations of alternative livelihood approach and participatory planning approach will be applied to the traditional zone in Labuaja village. The application of the model will alleviate poverty in forest communities, strengthening the status of the right of people to manage forests, and creating community partnerships to manage forest conservation.

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