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Decentralised Forest Management

An Indonesian – German Expert Dialogue on the
Forest Administration Set-Up in the Federal Republic of Germany

25 - 30 August 2017



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List of Abbreviations

APBN	State Budget and Expenditure Plan
ASEAN	Association of Southeast Asian Nations
BMEL	German Federal Ministry for Food and Agriculture (also responsible for Forestry)
BMZ	German Ministry for International Cooperation
BPDASHL	Watershed and Protected Forest Management Agency (at the provincial level)
BPSKL	Social Forestry and Environment Partnership Agency (at the provincial level)
BWaldG	German Federal Forest Law
EFI	European Forest Institute
FC	Financial Cooperation
FLEGT	Forest Law Enforcement Governance and Trade
FMU	Forest Management Unit (KPH)
FORCLIME	GIZ Forest and Climate Change Programme
GIZ	German Association for International Cooperation
HKM	Community-based forest
HPH	Forest Logging Concession Permit /Commercial Forest Concession Holder
HTI	Industrial Plantation Forest
HTR	Community Plantation Forest
IPPKH	Timber Extraction and Utilisation Permit
KfW	German Development Bank
KPH	Forest Management Unit (FMU)
KPHK	Conservation Forest Management Unit
KPHL	Protection Forest Management Unit
KPHP	Production Forest Management Unit
KWF	Advisory Board on Forest Work and Forestry Technique
NGO`	Non-Governmental Organisation
NTFP	Non-Timber Forest Products
NRW	German State of North Rhine-Westphalia
PDASHL	Directorate General for the Protection of Watershed Areas and Protected Forest
REDD	Reducing Emissions from Deforestation and Forest Degradation
TC	Technical Cooperation
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPTD	Sub-National Technical Implementation Unit

Itinerary

Thursday, 24 August 2017:

Arrival in Frankfurt, transfer to Bonn



Friday, 25 August 2017

- Presentation + Expert Dialogue: Federal Ministry of Food and Agriculture (BMEL), Bonn
- Presentation + Expert Dialogue: Gesellschaft fuer Internationale Zusammenarbeit (GIZ), Bonn
- Presentation + Expert dialogue: Federal Ministry of International Cooperation and Development (BMZ), Bonn
- Presentation + Expert dialogue: FMU Rhein Sieg Erft and State Forest Administration North Rhine-Westphalia, Bonn



Monday, 28 August 2017

- Presentation + Expert dialogue: Kellerwald-Edersee National Park Management, Bad Wildungen
- Presentation + Expert dialogue: Visit to Hessen-Forst FMU Kirchhain
- Guided tour of the City of Marburg



Saturday, 26 August 2017

- Presentation + Expert dialogue: European Forest Institute, Bonn
- Visit to Rheinaue Leisure Park, Bonn
- Travel to Hessen



Tuesday, 29 August 2017

- Field trip on logging and road maintenance at Hessen-Forst FMU Kirchhain
- Visit to private sawmill company Holz-Schmidt in Cölbe near Kirchhain
- Presentation + Expert dialogue: Visit to Hessen-Forst FMU Hanau
- Expert dialogue with the Head of the Hessen-Forst State Forest Service



Sunday, 27 August 2017

- Visit to Edersee Dam wall, Edertal-Hemfurth
- Guided tour of the Kellerwald-Edersee National Park Information Centre, Vöhl
- Guided tour of the Kellerwald-Edersee National Park forest area, Vöhl



Wednesday, 30 August 2017

- Guided tour of the Hessen-Forst Hanau Klein-Auheim Wildlife Park
- Visit to the Hessen-Forst Tree Seed Centre, Hanau-Wolfgang
- Guided tour of the City of Frankfurt
- Sightseeing and shopping around the City of Frankfurt
- Departure from Frankfurt Airport



DAY 1 DAY 2
Bonn

DAY 3 DAY 4

Marburg

**Nationalpark
Kellerwald-Edersee,
Bad Wildungen**

Vöhl

Edersee Dam

Frankfurt

Hanau

DAY 5 DAY 6

Kirchhain

**Hessen
Forst, Hanau**

Preface

One of the key supporting functions of the FORCLIME Technical Cooperation implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) is conceptual support for the establishment of a nationwide system of Forest Management Units (Kesatuan Pengelolaan Hutan - KPH). Significant progress has been made so far in terms of this goal and is ongoing. However, with the implementation of decentralisation through the issuance of Law 23/2014, the responsibility for forest management and thus also for the FMU system has been raised from the district level to the provincial level.

This new development is affecting the current institutional forestry administration set up, as well as current management responsibilities, as various forest administration institutions and license holders already exist at the national, provincial and district levels. The introduction of the KPH system means that these stakeholders now have to be coordinated and activities now have to be aligned with the overall management objectives of the new provincial KPHs. Furthermore, new discussions and debates relating to conservation areas lying outside of forest land (e.g. areas of essential ecosystems) and the way in which various conservation areas should be managed in the future are starting to emerge.

Indonesia is making a huge effort in terms of the sustainable management of the country's forestry resources in order to meet global targets on climate protection and to comply with international agreements on reductions in greenhouse-gas emissions. In order to streamline relations between the various institutions concerned and to identify their various responsibilities, it is, therefore, necessary that a framework of assumptions relating to management responsibilities and planning processes for the KPH system be further discussed within the new context of Law 23/2014. On the one hand, such discussions should take into account the current regulatory framework for the KPH, as well as other relevant regulations which address other KPH stakeholders. On the other hand, however, clear guidelines on the organization and responsibilities of provincial KPH should fall into line with regulations which address the public-service sector, such as those issued by the Ministry of Home Affairs, and these should also be taken into consideration and thoroughly reviewed.

Forest Management Units are supposed to function as local public-service providers, in order to ensure a multifunctional approach to forest management that meets all of society's demands in relation to forests, including an appreciation of economic, ecological and social needs. At the same time, the diversification of forest ownership and the increasing participation of local communities is seen as the way forward and will involve the introduction of Community Based Forest Management in all of its various different forms. This will hopefully lead to the generation of many sources of income and should address the social welfare of rural populations and other stakeholders living and working in and around any forests which are earmarked for improvement.

The various features of forestry management described above are already being addressed by a number of countries, among them Germany. There are many different approaches to this issue, however, and the German examples represent just some of the many possible solutions. Indeed, the German models cannot serve as exact blueprints for other countries, due to vastly differing political, natural and social framework conditions. Nevertheless, such examples represent a decent starting point and a basis for professional discussions and debates with an eye on further developments.

With this in mind, a group of high-level officials from the Indonesian Ministry of Environment and Forestry, representing a number of Directorates (Macro Planning, Forest Protection Management, Inventory and Forest Monitoring, Production Forest Utilisation) and International Cooperation Bureaus, as well as the provincial forest administrations of West Kalimantan, North Kalimantan, East Kalimantan and Central Sulawesi, guided by members of the GIZ FORCLIME project team, visited Germany between 25 August and 30 August, 2017. The main targets of the trip were:

1. the development of a common understanding of the different administrative set ups for forest administration in Germany, which add to the principles of Sustainable Forest Management stipulated in the country's forestry laws,
2. to learn from various types of experience as regards the FMU set-up in Germany and to discuss the potential implications of the new provincial structures in Indonesia,
3. to explore future exchange mechanisms between Indonesia and Germany, and
4. to identify the potentials and challenges of FMU development in Indonesia, based on lessons learned through expert dialogue and internal discussions, as well as to derive a number of recommendations from the trip.

The process of dialogue included visits to various institutions involved in forest management and conservation across Germany.

"The Indonesian-German Forests and Climate Change Programme, FORCLIME, supports the Indonesian Government and relevant public and private actors in the development and implementation of the institutional and regulatory framework, methods and services required for sustainable forest management, nature conservation and the reduction of greenhouse gas emissions due to deforestation and forest degradation."

Dr. Bambang Supriyanto
Head Bureau of Planning, as the Project
Executing Agency of FORCLIME



Interview with Mr Lutz Hofheinz, FORCLIME about the goals of the trip:

What was the primary underlying goal of this expert dialogue?

“ The main target was to explain Germany's decentralised system of forest management, how competences are distributed and how the organizational structure, hierarchy and tasks of forest management across Germany work. It was hoped that this would result in some ideas on how forests in Indonesia could be managed as certain tasks and functions are relocated from the ministry in Jakarta to the provinces. The forestry administration body known as Dinas Kehutanan has just been established at the provincial level. At the same time, the ministry has established Forest Management Units or Kesatuan Pengelola Hutan (KPH) in order to manage forests at the local level. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), through the FORCLIME programme, is supporting Indonesia as it works to develop the best structures and procedures for these institutions.

The expert dialogue trip to Germany was a good way of demonstrating how Germany and its states organize their forestry. Since 2011, several study tours to Germany involving expert dialogues have been undertaken and have proved very inspiring. The difference in terms of this trip, when compared with previous trips, is that currently, the various Dinas Kehutanan have just been commissioned and their new tasks and efforts to establish KPHs are ongoing and very serious. As a result, this trip will hopefully be able to contribute to activities on the building up of institutions and standard operating procedures. ”

What are the crucial features of the German way of managing forests?

“ Of course, there are many differences, not only in terms of institutional set-ups, but also between the forest management framework conditions in Indonesia and Germany. That's why ideas were shared during the study tour but with the understanding that approaches to common challenges cannot simply be transferred. Some features of forest management derive from a long history of forestry in the country. Indeed, the concept of sustainable management, as it emerged throughout German forestry and its implementation, has a long tradition behind it. Other features have to be seen in strong correlation with forest ownership structures, which differ considerably, even between states. In general, all of the German approaches very much take into consideration the fact that not only the government but also many private and communal entities are forest owners. In addition, I have to mention that there is a strong cultural connection between German citizens and their forests. The resulting identification and dedication naturally contribute to an acceptance of forest management and of efforts to preserve the forests. ”

What could be realistic long-term goals for Indonesia?

“ The long-term forest-management goal for Indonesia should be the sustainability of the management of all of the country's forests. In order to achieve this target, qualified and responsible government officials must work in close proximity to forests in order to be able to properly engage in the management of public forest property, as well as in the promotion of non-governmental-forest landowners and users. At the same time, it will be important to ensure that all uses of forest land is in line with the relevant laws and regulations. The best way of realising this vision is through the implementation of a well-functioning system of viable KPHs, of which some already exist in Indonesia and can be held up as good examples. In the context of the participation of local stakeholders within the agro-forestry system, the usage of non-timber forest products and the marketing of environmental services should be playing an important role. ”



Friday,
25 August 2017



📍 Visit to the Federal German Ministry of Food and Agriculture (BMEL), represented by Mr. Peter Lohner

Mr. Peter Lohner, Head of the Division for National Forest Policy and Hunting presented the role and tasks of the Federal Ministry Bundesministerium für Ernährung und Landwirtschaft (BMEL) and its relationship with the Forest Management of the German Bundesländer (States).

Lohner explained that, in general, the ministry is in charge of:

- Federal Laws on Forestry, including general issues, forest growth and value-added compensation for the clearance of woodlands
- Integration of forest policy into other sectoral policies at the federal level
- Forestry issues with reference to the European Union and third countries.

In terms of these responsibilities, the ministry is being supported by:

- Federal Institution for Food and Agriculture (BLE, Bonn)
- Thünen Federal Research Institute for Rural Areas, Forestry and Fisheries (Braunschweig)
- Advisory Board and Testing Centre for Forest Work and Technology (KWF, Groß-Umstadt).

Referring to the German Federal Forestry Law, Mr. Lohner initially highlighted the rationale which underlies the law, which encompasses:

- Preservation and management of forests in order to ensure all of the relevant functions of production, protection and recreation
- Guaranteeing the sustainability of forest use as a fundamental principle
- Promoting the management of all forests for the benefit of the public
- Mediating between the interests of the public and those of forest owners.

Due to the federal structure of Germany, responsibility for forestry issues has mostly been allocated to states. However, the basic Federal Forestry Law is the legal framework for state law and sets out basic policy guidelines. These guidelines aim to ensure a common understanding of basic principles and definitions throughout the country (e.g. the right to enjoy access to forests for everyone). Detailed formulation of policies and the implementation of forest management is left to the states themselves.

During his presentation on the structures and tasks of the Federal Forestry Department, Mr. Lohner offered some figures relating to the ownership of German forests, which comprise:

- 48% private forests (individual, corporate, companies)
- 19% communal and other forests
- 29% state forests
- 4% federal government forests.

The average size of private forests is about 5 ha while property is typically spread over several smaller units which are separated from each other. This makes management even more difficult. A large portion of private forest owners (about 1 million, who are in possession of around 1 to 2 million ha in total area) are smallholders who tend forest property smaller even than 5 ha. Indeed, undertakings amounting to less than 20 ha of forest land represent 57% of Germany's privately owned forest.

The largest forest ventures in terms of woodland cover are owned by the states. In some cases, the states delegate the task of forestry management to State Enterprises. A state forest management unit usually comprises 15,000 to 30,000 ha and also undertakes stewardship tasks within private and municipal forests.

The federal government (Central Federal State) currently owns around 410,000 ha. These areas predominantly consist of forest land originally intended for military purposes.



**11.4
million ha**

Total area of forest
in Germany

32%
overall
forest cover

Total land area in Germany

Approximately
1 million ha
forest
expansion
(Since 1960)

Offering up a few examples of the additional tasks undertaken by the federal ministry as regards forestry, Mr. Lohner stated that:

1. the German national forest inventory is carried out once every 10 years and is organised by the Thünen Institute, and
2. the framework for subsidy programs benefits private and communal forest owners and supports issues which encompass forestation, close-to-nature forest management, the development of forest-owner associations, forestry infrastructure (road construction and maintenance) and natural-disaster mitigation.

📍 Visit to the Gesellschaft für Internationale Zusammenarbeit (GIZ Office Bonn), represented by Mrs. Susanne Wallenoetter and Mrs. Johanna Steinkuehler

Offering an introduction to GIZ headquarters, Mrs. Wallenoetter gave an overview of the mission, profile, main features and qualities of GIZ as a German federal enterprise for sustainable development. By means of key figures, she explained the structure of the organisation, as well as its various business activities.



Business volume:

EUR 2.14 billion (2016)

Number of employees:

18,000, including 12,600 national personnel

Countries of engagement: 130

Main commissioning party:

German Federal Ministry for International Cooperation

Other commissioning parties:

German Federal Ministry for the Environment, European Commission, United Nations, various foundations and governments.

Number of projects: 1587

Commission volume: Around EUR 12 Billion

The guiding principles of GIZ are sustainability, social responsibility, ecological balance and political participation. Advisory and practical services are provided across a wide range of sectors throughout Germany and around the world. The organisation's main German offices are located in Bonn and Eschborn near Frankfurt.

Within the natural-resources sector, GIZ is working within the framework of international conventions such as the Sustainable Development Goals, the United Nations Framework Convention on Climate Change and the Convention on Biological Diversity.

In Indonesia, GIZ is primarily focusing on issues of energy, climate change, inclusive growth and global networks. Currently, some 30 projects are being managed by around 350 employees, two of which are addressing the issue of forest protection (in addition to three KFW projects).

After her introduction, Mrs. Steinkuehler gave a presentation which addressed the GIZ programme on sustainable supply chains.

Sustainable supply chains ensure that in a given pre-defined area, the sustainable production of agricultural commodities does not negatively affect forests and other valuable ecosystems, either in terms scale or quality. Actors along global supply chains have created enabling framework conditions for sustainable and deforestation-free production. Moreover, these actors have also established a reliable traceability system and can verify forest protection through an adequate monitoring system.

Sustainability standards, as followed by sustainable supply chains, encompass the following:

- More than 80% of companies are implementing sustainability goals by sourcing exclusively certified commodities
- Internationally recognized sustainability standards are available for most of the agricultural commodities responsible for deforestation. Most sustainability standards already include forest protection criteria (e.g. cut off dates, conservation areas or compensation mechanisms).

The recommendations are as follows:

1. Integration of sustainability criteria into policies and regulations, so that governments of consumer and producer countries can support private sector sustainability commitments through enabling framework conditions
2. Cooperation between public and private initiatives through both jurisdictional and landscape approaches
3. Support for smallholder production
4. Holistic approaches to sustainable agricultural production which take into consideration social, ecological and economic aspects
5. Human rights, land tenure, food security and living wages have to be taken into consideration just as much as the protection of forests and other ecosystems.

Subsequently, several topics such as the relevant GIZ exit criteria and strategy, recruitment procedures, multi-country projects, certification systems and jurisdictional approaches were all raised and discussed during a vibrant exchange.

Visit to the Federal German Ministry of Economic Cooperation and Development (BMZ), represented by Mrs. Kranz-Plothe

The Indonesian forestry delegation was welcomed by Mrs. Jutta Kranz-Plothe into a very special location, specifically the former meeting room of the cabinet of the Federal German Government prior to the relocation of the German capital city from Bonn to Berlin in 1994. Mrs. Wallenoetter (GIZ International Forestry Policy) accompanied Mrs. Kranz-Plothe during this dialogue and Mr. Dominik Berger (BMZ) was also present.

The representatives of BMZ told the visiting party a little of the Ministry's history, structure and budget. The scope of the relevant partners comprises about 80 countries worldwide, as well as many international non-governmental organisations. Activities here are guided by ethical values, as well as by the political interests which benefit all of the parties involved. In terms of the implementation of programmes and projects, several specialised organisations such as GIZ have been commissioned. At present, the ministry's main global focus is directed towards refugee issues, sustainable production and consumption, food security and climate-change mitigation.

In addition to the special partnership that exists between the two countries, Indonesia also has a special role to play as one of Germany's six global development partners. Germany is willing to step up to the plate in terms of its international responsibilities, as demonstrated through its G20 membership, and the development partners also play a central role in shaping regional integration and cooperation.

During the government-to-government negotiations that took place in July 2017, the bilateral partnership between the two nations was further extended to include a German commitment

of EUR 185.5 million. This financial pledge was made in order to support three Indonesian priority areas, specifically energy, sustainable economic development and the environment.

Mrs. Kranz-Plothe also mentioned some of the recent highlights of the successful cooperation between Germany and Indonesia. One of these highlights was the visit of Minister Mueller, Head of BMZ, to Indonesia in May 2017. During his stay, Minister Mueller managed to gain an overall impression of some important project sites and activities which are currently being worked on by the Forest and Climate Change Programme (FORCLIME) and financed by BMZ in East-Kalimantan.

FORCLIME is one of the bilateral programmes that currently exists between the Indonesian Ministry of Environment and Forestry and the German Ministry for Economic Cooperation and Development. One of its main goals is to reduce GHG emissions within the forest sector while improving the livelihoods of Indonesia's poor rural communities.

The programme addresses two types of support. The first of these is a technical cooperation which is being implemented by GIZ (FORCLIME TC), while the second element involves financial support which is being realised by the German Development Bank KfW (FORCLIME FC).

Finally, the BMZ representatives addressed the latest policy on forestry and climate protection, specifically Germany's forest action plan for sustainable development, which was only issued a few months ago. This strategic paper sets out information on the commitments and fields of action of the German government in its bid to contribute to the protection and restoration of forests, the development of sustainable supply chains and the strengthening of the relevant institutions.



Visit to FMU Rhein-Sieg-Erft, Bonn represented by Mr. Klaus Striepen, with additional information on NRW State Ministry of Environment supplied by Mr. Josef Kröger

In the office of the Rhein-Sieg-Erft Forest Management Unit, Mr. Kröger, from the Section for Forest Management at the State Ministry of Environment of the State of North Rhine-Westphalia, welcomed the Indonesian delegation. Mr. Striepen was also on hand as a representative of the FMU.

Mr. Kröger offered a presentation on forest management structure within the State of North Rhine-Westphalia. This included an outline of various NRW statistics and figures, such as the fact that the state:

- is the most densely populated German state (18% of total population)
- has a forest cover that is below the German average (27% or 916,000 ha)
- has a share of private forests far above the German average (67%)
- has Forest Management Units far larger than the German average.

Forest management is commissioned to a state-owned enterprise, specifically the State Forest Services and Timber Agency of NRW, which basically operates as a for-profit centre. The agency comprises a head office, 16 Forest Management Units and one National Park. In addition, a number of special service units are responsible for training and supplies of tree seeds.

The forestry division at the ministry has delegated many tasks to lower levels down the hierarchy. This means that on-site forest management is generally left to FMUs. The remaining responsibilities of the ministry encompass:

- policy advice
- organisation of forest administration
- preparation of laws and regulations
- supervision of the state forest enterprise
- agreements of annual targets with the state forest enterprise
- personnel and financial issues relating to forest administration in NRW.

The total number of personnel working in NRW forest administration and forest enterprises adds up to some 1000 employees. These employees ensure not only the multi-functional and efficient management of all state forests but also most of the state's communal and many private forests, as the state enterprise can be commissioned by their respective owners.

During his presentation on FMU Rhein-Sieg-Erft, Mr. Striepen addressed the internal organisation of the local forest unit. While the internal organisational structure of all FMU in North Rhine-Westphalia is the same throughout the state, the number of ranger districts (resorts) depends on the relevant regional forest characteristics and thus vary significantly. The local FMU comprises 27 ranger districts, which focus on forests which are under different ownerships.



On average, the forests managed by the FMU are dominated by broadleaved tree species (more than 60%), over one-third of which are oak trees. The production of timber is of primary importance in terms of the generation of revenue here. Nevertheless, nature conservation programmes and provisions for public recreational activities are also seen as vital, due to the density of the local population. All FMU management activities are based on detailed mid-term and annual management plans.

Moreover, the public forest authority is also tasked with contributing to urban land-use planning, the assessment of forest conversions, the issuance of permits and law enforcement. Other major areas of involvement include outdoor education and public relations exercises aimed at raising awareness of environmental issues.

In many cases, it is not easy to implement all of the forest functions at the same time. Thus dealing with these conflicts and negotiating workable priorities and compromises is vital, as Mr. Striepen explained later on in the visit during a walk through the Kottenforst. Issues relating to silviculture, logging and natural conservation were also briefly touched upon.



Saturday,
26 August 2017

Visit to the European Forest Institute (EFI) Bonn, represented by Mr. Georg Winkel, Head of Office

The European Forest Institute was introduced by the head of the Bonn office, Mr. Georg Winkel, who told the delegation a little about the background, structure and targets of the institute.

EFI was established around 20 years ago based on a convention which was ultimately ratified by 28 European countries. Today, EFI encompasses a network of 115 member organisations, which include research institutes, as well as the governments of 37 countries. The organisation's headquarters are located in Finland and several branches are also located across Europe. EFI's Bonn branch office only just recently opened in March 2017.

In order to provide data on forest resilience within the context of global development, EFI also cooperates with and has branch offices which are located in countries on other continents, including China and Malaysia. EFI is currently developing a network of research institutions in these non-European countries.

EFI's main tasks are:

- the promotion of research, analysis, processes and scientific results
- the provision of expertise in forestry related matters
- science-based policy support for decision makers
- communication on European forest issues, as well as cooperation with the media.

EFI's mission is to support sustainable forestry through support for its members within the context of bio-economic concerns. These concerns encompass support for good governance and forest management, as well as helping to promote the resilience of forests within the context of changes or developments that occur within the economy, environment and various social factors. The overall aim of the EFI mission is to improve policy through its various networking and advocacy efforts.

In order to fulfil its mission, EFI is currently compiling information on various relevant forest-related topics, so that its members can make a decision on priority topics for the next three years. Topics currently being prioritised include climate change, biodiversity and illegal logging. All relevant research results concerning these topics have already been collated and discussed at various congresses and other events. These results have also been presented to the European Union in Brussels. EFI has also been supporting the FLEGT license, as well as various REDD programmes within Europe, and was responsible for an annual budget of EUR 15 Million in 2016.

The main focus of the Bonn branch office is the resilience of the forest within the context of changes in economic, social and



Delegation members reflect on the division of tasks among forestry administration levels in Germany

The delegation was highly impressed by the information presented to them regarding the management of German forests. During the bus trip to Hessen, the delegation summarised the topics that they found most interesting:

- One point of interest was the Federal German Government, which is analogous to Indonesia's central government, and which limits its functions to the supervision of states so that they ultimately develop regulations within the legal framework of the Federal Forest Law. The Federal Government isn't involved in any technical and operational aspects of forest management, which are instead the responsibility of the State Governments.
- One example of federal law is that forests in Germany have to fulfil their production, protection and recreational functions. All functions have to be undertaken in a sustainable manner across all forest areas (through an integrated approach). In contrast, in Indonesia, forests are defined as either protected forests, production forests or forests intended for recreational purposes (i.e. a segregated approach).
- Another point of interest is that the public is mainly allowed to enter any of Germany's forests. There are some exceptions to this, however, including forests which are used for the purposes of military defence exercises or for specific research purposes. Admission restrictions are imposed as regards business activities and in cases where people wish to enter forests by means of motorised vehicles (permits issued by the respective forest owners are needed in such cases).
- Different kinds of forest ownership are also stipulated under the federal forest law, including private forest ownership, which is very common.
- State forest services also offer forest management services to owners of private or communal forests. The state governments demand a service fee for such services. Small-scale forest owners are usually advised to organise themselves into forest-owners associations at the same time.
- As part of a cooperation programme, federal and state governments and the European Union offer subsidies to private and communal forest owners, provided that they comply with certain forest management policies (which address close-to-nature silviculture, low-impact-logging etc.). By means of these programmes, the government promotes contemporary, environmentally friendly forest-management techniques, which are not mandatory in non-governmental forests.

ecosystem conditions. The new branch office has organised a demonstration plot, where integrated forest management activities can be tested and promoted. Through these demonstration plots, the surrounding urban and rural populations can engage in various recreational activities and experience the impact of forests upon health issues firsthand.

EFI is also providing ad hoc support as it is needed, for example during forest fires or storms. During the visit, an interesting question was raised about impact assessment in the context of EFI's diverse research results and expertise. The forum also addressed various ideas and options regarding the organisation of impact assessments.

During the discussions, EFI emphasised diversity as one of its most important principles. In practice, this means that it does not seek to unify research results or to express a preference for certain results. In contrast, the organisation aspires to present the diversity of its research results, both to member countries and to decision-makers, in order to give plenty of options to decision makers regarding appropriate solutions for their particular countries. Solutions should thus take into consideration the diverse conditions that exist across different forests.

The Indonesian delegation invited EFI to also engage in cooperation with Indonesia. The focal point of any such engagement could encompass:

- assessments of the capacity development and performance of newly established FMUs, including forest-fire prevention and illegal logging
- assessments of performance and experiences relating to social forestry in Indonesia, based on the new ministerial regulations
- expansion of FLEGT licensing processes from Indonesia to other ASEAN countries.



Sunday, 27 August 2017

Visit to the Kellerwald-Edersee National Park, guided by Mrs. Annerose Schmid, National Park Tour Guide

By guiding the delegation through a visit to the park's information and education centre, as well as an extended forest hike, voluntary tour guide Annerose Schmid also presented a number of basic features and many landscape impressions of the Kellerwald-Edersee National Park. The park covers 5.738 ha of mainly ancient, low-mountain beech forest. The soils from the bedrock shale and greywacke are predominantly acidic here, while the topography is characterised by steep, sometimes rocky slopes and boulder fields. Because of its old stands of beech trees, UNESCO has acknowledged these forests, together with some of Europe's other areas of beech forest, as a natural World Heritage Site. The widespread hilly forest landscape of the Kellerwald-Edersee National Park is characterised by more than 50 mountains and peaks, from which hundreds of pure-water springs originate.

On top of one hill northeast of Edersee Dam Waldeck Castle can be seen from considerable distances away and the surrounding area is covered by agricultural land. However, this land is not very fertile and doesn't generate much income for the local population. Thus the locals generate additional income by offering accommodation and eco-tourism services to visitors to the National Park and to Lake Edersee.

The visit to the National Park's Information and Education centre offered the delegation a mixture of creative and interactive games, as well as various fascinating insights into the park's forests. An impressive 4-D movie completed the full sensory experience of the National Park, while the subsequent 7.6 km forest walk delivered valuable first-hand knowledge of the park's prevailing natural conditions, as well as its conservational and recreational qualities.





Verwaltung
Service
Information

Laustraße 8 | Bad Wildung

Nationalparkamt
Kellerwald-Edersee



Nationalpark
Kellerwald-Edersee

Zweckverband
Naturpark Kellerwald-Edersee

Region





Monday,
28 August 2017

Visit to National Park Management, presented by Mr. Achim Frede, Head of NP Division for Research, Conservation and Planning

The Kellerwald-Edersee National Park with its old beech forest was only established in 2004 through the Hessian Nature Conservation Act and is therefore still a relatively young park. UNESCO awarded the park the title of World Heritage Site in 2011. Prior to its establishment, however, many conflicts of interest between different groups had to be settled and many were apprehensive that both access to the forest and various recreational activities associated with it, including the collection of mushrooms and other forest fruits, would end up being completely restricted. Moreover, many also believed that farming activities in the areas surrounding the park would also be prohibited. However, the park's borders do not ultimately lie close to any agricultural areas or villages. Thus, most of the local community's activities remained unaffected by the National Park's new status.

The National Park is directly subordinate to the Hessen Ministry of the Environment and employs 61 staff members, including 18 park rangers. 98% of the National Park's total area consists of government land, while the remaining 2% (44 ha) is still owned by private parties and may be purchased by the ministry in due course. The park's annual budget stood at EUR 4 million in 2016, half of which was set aside for expenditure on personnel.

In addition to its high level of recreational significance, the park also accommodates a wide variety of flora, fauna and natural habitats. This outstanding biodiversity encompasses many endangered species, including flowering plants, lichens, mosses and fungi, as well as mammals, birds and invertebrates.

The main activities undertaken by the management of the National Park encompass investigations, environmental education and public relations efforts, as well as the administration of recreational activities, based on the park's medium-term (10-year) management plan. The general principle applied through the park's management is, 'Let nature be nature.'

Following a presentation on the structure and tasks of the National Park, a lively discussion ensued which addressed various clarifications and explanations of a number of unresolved or additional issues. Of special interest were questions relating to conflicts with the local population, the impact of the park upon the regional economy and strategies for dealing with natural pests and disasters.

As a cultural side event to the main discussions, the delegation also enjoyed a viewing of Edersee Dam and learned something of its history, as well as the history of the region and its various recreational activities. A short excursion to the local surrounding countryside was also undertaken and gave the visitors an idea of the limited local agricultural options, as well as the rural situation in remote parts of Hessen.





📍 Visit to FMU Kirchhain, represented by Mr. Andreas Sommer, Vice Director of FMU

Deputising for the head of the FMU, Mr. Sommer welcomed the delegation from Indonesia and offered a brief introduction to forestry in the state of Hessen. During his presentation, Mr. Sommer shared some basic figures on forests and forestry and explained the organisational setup of the province's forest service. Hessen is one of the most densely forested regions in Germany (with a total cover of 42%), the primary owners of this forest are the state (40%) and numerous municipalities (35%). A large portion of the region's private forests is held by cooperatives and smallholders. The trees in the region's forest consist of equal shares of deciduous trees and softwood species. The top administrative level remains the responsibility of the State Ministry for the Environment, while day-to-day forest management has been devolved to Hessen-Forst, which is a state-owned enterprise. This entity is required to operate in line with both federal and state forest acts, as well as other relevant legislation. Hessen-Forst is responsible for the implementation of sustainable forest management by means of an economic and multifunctional approach and is required to secure the three main functions of the area's forests in an exemplary way. As a public service provider, the state enterprise manages all of the state's forests (100%), as well as around 90% of Hessen's communal forests and around 50% of its private forests.

The organisational structure of Hessen-Forst comprises of a headquarters, 41 Forest Management Units, a training centre for all types of personnel, a seed centre and a technical unit for the coordination of mechanised management activities. In addition, Hessen-Forst contributes to a joint forest research centre which is run by several German states and the state enterprise operates three wildlife reserves. These reserves act as focal points for recreation and outdoor education. The region's annual timber production amounts to around 4 million cubic meters (for all forest owners). Meanwhile, Hessen-Forst functions as a for-profit centre and in 2016, state forest management managed to generate a surplus of EUR 5.7 million. About 85% of this revenue was generated through the sale of timber.

The internal organisation of Hessen-Forst FMUs is standardised throughout the country and in addition to the office heads, there are three section heads who are responsible for:

1. Production
2. Services and legal affairs
3. Administration.

While the production section is responsible for the management of tree stock, silviculture, logging and timber sales, the service section takes care of real-estate management, as well as the negotiation of service and utilisation contracts with forest owners and other stakeholders who are making use of the state forest.

FMU managers are supported by 10 university-educated heads of ranger districts (so-called 'forest resorts' or Revierfoerstereien), as well as several equally qualified colleagues who engage in special tasks, such as outdoor education, the use of machinery and natural conservation. Meanwhile, various administrative tasks are handled by office personnel. In FMU Kirchhain, four master craftsmen (Forstwirtschaftsmeister)



and 12 vocationally trained state forest labourers are responsible for the implementation of practical management activities such as tree marking, logging, the planting of seedlings, etc.

All forestry services which are undertaken in areas of private and communal forests are based on cooperation contracts with the respective forest owners. The fees for different service packages for private owners are as follows:

- Basic fee for general forestry services: **EUR 12.50/ha/year**
- Preparation and organisation of logging: **EUR 3.50/cubic meter**
- Preparation and organisation of timber sales: **EUR 2.50/cubic meter.**

Management activities undertaken in forest entities which are larger than 100 ha are based on 10-year management plans that include forest inventories. During such inventories, all standing trees are assessed and documented. Subsequently, based on the timber-stock data collected, the annual allowable cut is calculated. Through such medium-term planning, annual targets are derived which take into consideration the overall priorities of owners, as well as the financial commitments which are to be met during the respective year. In cases where the relevant annual target cannot be achieved, then corrective actions will be implemented during the following years. There is also the possibility of reviewing annual plans if any special circumstances prevail, such as natural disasters and the like.

Medium-term management plans for state forests should be approved by the State Ministry, while private and communal plans should be approved by the respective owners and forest authorities. As these plans are of the utmost importance, both in terms of the sustainability of forest management and the economic results which are to be achieved, the compilation of inventories and planning is undertaken by specialised staff (i.e. Hessen-Forst personnel and/ or accredited private freelancers). Any plans which are drafted are also subject to review by the FMU head.

During a lively discussion, the issue of Hessen-Forst's economic results was debated in some detail during the visit. As timber prices were an issue of relevance and importance to the delegates, it was necessary to clarify that prices are not set by the government but are instead negotiated by market partners (e.g. Hessen-Forst and timber buying industries) with reference to the national and international markets. The competition also has to be taken into account when services are offered to non-governmental forest owners. Indeed, due to alternative offers being tabled by competing service providers, efficient processes have to be guaranteed and good value for money is vital. At present, the prices for private and communal forest owners for any forest management services which are rendered do not entirely cover all of the relevant costs involved. Thus, prices are continually being adjusted in order to ensure that these "hidden subsidies" do not conflict with European competition law.



Tuesday,
29 August 2017

Field Trip to FMU Kirchhain

The session on forest management was rounded off by field visits to two FMU Kirchhain resorts. In Wolferode, selective high-tech logging activities were observed in an area of Norwegian spruce trees and were elucidated upon by the district ranger responsible, Matthias Sandrock. Mr. Sandrock disseminated impressive performance data to the visiting party regarding the harvesting system, which was being operated by a private contractor. Commissioning here is undertaken through the tendering of timber volumes for processing, not only by taking the relevant offered price into account but also various work quality indicators. This usually guarantees low impact logging which will ultimately be of benefit to both the surrounding environment and the remaining standing trees.

The second forest-management field visit was to an area of forest road maintenance in Anzefahr, which was led by the local district head, Martin Gilbert. The area in question features an extensive network of forest roads and access lines, and thus maintenance activity has to be undertaken on a regular basis, not only in terms of timber hauling in almost all weather conditions but also to safeguard other forest functions, such as recreation. As for-profit centres, the FMU decide upon the focus and intensity of any road maintenance program in their given area of responsibility, while the relevant expenses incurred are sourced from the FMU budget. In areas of private forest, owners are required to approve any FMU road-maintenance proposals and to respect legal safety requirements for any third parties who are looking to gain access to the forest.

A side event was also added to the study-tour agenda paying a visit to Holz-Schmidt, a privately owned sawmill company located in Coelbe close to Kirchhain. The company purchases around 90,000 m³ timber annually, approximately 450 m³ of which are processed daily. The company's various business activities encompass several sectors, including conventional lumber production, energy supply based on biomass (a process which utilises the side products produced by the sawmill) and the production of high-quality finger-jointed beams.



📍 Visit to FMU Hanau-Wolfgang, represented by Mr. Christian Schäfer, Director of FMU

The professional environment of FMU Hanau-Wolfgang is characterised by a high population density and a number of urban areas are situated around the forest. This, in turn, means that many people enter the forest for the purposes of recreation which can ultimately conflict with the forest's environmental functions. Another potential problem with urban areas such as this is a lack of employees, as young people prefer to work in industries rather than in the forest, owing to higher wages. Indeed, the average age of the forestry staff in this region is 52 and it is predicted that this staffing problem will worsen in the future.

Mr. Schaefer highlighted the tasks of the FMU, which include the management of the state forest, community forests and private forests, based on request. Services such as natural conservation are similar to those offered by other FMU (e.g. in Kirchhain), however, the demand for environmental education here is very high, due to the number of people who work and live in the Rhein-Main area.

FMU Hanau-Wolfgang is somewhat unique in that, in addition to the various division heads and district rangers, five additional foresters work to support the FMU head implementing special tasks.. The unit also accommodates Hessen's only tree-seed centre, a forest museum, an information centre and a wildlife park. With the exception of the tree-seed centre, these facilities are all highly relevant in terms of educating the public about the importance of forest ecosystems. This special dedication to social and environmental issues ultimately led to no overall profit being generated in 2016. However, costs of around EUR 3.4 million were covered by earnings of about the same amount.

According to Mr. Schäfer the general rule of FMUs, in terms of them being forest service providers for communities, is that owners make decisions regarding the main targets that they would like to achieve in their areas of forest, just as long as they are in line with various legal requirements. Moreover, the implementation of all three forest functions is mandatory: specifically production, environmental protection and recreation. However, owners are allowed to decide on the relevant approaches and means required in order to fulfil these functions.

In order to offer a practical illustration of his exposition of community-forest management, Mr. Schaefer took the delegation on a visit to the Maintal communal forest, where the Maintal City Mayor, Mrs. Monika Boettcher, welcomed the group from Indonesia to her community and offered a brief description of the cooperation between her city and FMU Hanau-Wolfgang. Later on, Mr. Heinrich Koch, the resort forester responsible, demonstrated how various objectives which are set by forest owners are implemented through forest management activities in the field.



Expert exchange with Mr. Carsten Wilke, Head of the Forest and Sustainable Forest Management Division, Hessen State Ministry of the Environment

Heading the Forestry and Sustainable Forest Management Division within the Ministry of the Environment, Mr. Wilke is responsible for forestry issues at the state's highest administrative level. His unit is charged with ensuring that all of Hessen's forests are managed in a sustainable way and that forest functions are implemented according to the law. The Division supervises the performance of Hessen-Forst and the Kellerwald-Edersee National Park and is also the state's supreme hunting and fishing authority. One of the Division's most important goals is to maintain the 42% forest cover within the state of Hessen, while at the same time allowing for adequate timber production, providing recreational services to the area's citizens and conserving the area's natural resources.

Mr. Wilke stressed the two most important requirements of forest management within Germany, specifically the Basic Federal Forest Law and the private ownership of land, as stipulated and protected by constitutional law. Both of these legal foundations are of utmost importance to Mr. Wilke's work.

The Federal Forest Law offers basic definitions of forests and their production, protection and recreational functions. This law also describes different types of ownership, which help to ensure a colourful variety of forest estates. Moreover, the Federal Forest Law also enshrines free access to forests for all under its legal framework, while stipulating that other forestry matters are the responsibility of the states themselves. Thus, state ministries are entitled to elaborate upon federal laws and regulations within their respective jurisdictions and are also allowed to set up their own organisational structures and to divide up tasks among the various levels of their administrations. State ministries also outline strategies relating to the implementation of forest management and supervise lower levels of the management hierarchy.

The ownership of forest land is regarded as an indispensable prerequisite for any long-term economic operations which are undertaken within forests. Thus, private and communal owners of forest have the right to decide which targets they want to achieve through their property while the forest administration is not entitled to enforce any specific strategy or activity. Owners' decisions have therefore to be respected, on condition that the forest laws and the defined forest functions are complied with.

Working alongside only 20 other colleagues within his division, Mr. Wilke is responsible for supervising the activities of around 2000 Hessen-Forst personnel. The most important supervisory instruments that the personnel utilise are inventories and planning, and both instruments have to be implemented in a serious and reliable manner. Inventories are particularly important, as they are the basis upon which all planning is predicated. Thankfully, inventory data collected by highly professional experts in conjunction with the relevant local management units are usually very reliable. The forest management plans which are then developed from this data also function as target agreements between the ministry and Hessen-Forst at the same time.



When asked about major conflicts with other stakeholders involving forest administration, Mr. Wilke replied that disputes involving competing economic uses of forested areas for mining purposes were rare. Indeed, according to Mr. Wilke, conflicts that emerge within this context usually involve infrastructure expansion, such as the construction of highways, railways and airport runways, as well as the development of additional settlement areas and industrial zones.

In cases where conflicts arise between the forestry sector and other sectors, the Landesentwicklungsplanung (LEP) is used in order to assist in the decision making process. If a certain zone is allocated as a forest area through the LEP, then it usually has to retain this designation (see: Hessen State Forest Law), as these areas have been especially prioritised for forestry uses. Moreover, in cases where conflicting views arise between different sectors, then the so-called Planfeststellungsbehörde, as the authority to oversee planning processes at both the state and regional levels, will facilitate a decision-making process.

Another point of interest that emerged during discussions over dinner was that historically speaking, forests were quite frequently the starting point for any economic development and for the generation of income. For example, the production of wood as a source of energy and as a construction material used to be common and, as a result, local populations usually felt a sense of ownership over their forests. Likewise, if in North Kalimantan, the FMU plants eucalyptus trees and successfully motivates the local community to harvest the leaves for processing into eucalyptus oil, then this will generate income for the local economy. Forestry can thus become a crucial component in any push for economic development within a given region and can, at the same time, create a sense of identification with land use.

In Germany, the states have chosen a number of different solutions as regards the organisation of their forest services and, despite the fact that state-owned enterprises have different scopes of tasks, all of the relevant state structures have certain tasks in common, specifically:

- Management of state-owned forests
- Offering consulting service and forest-management support to private and communal forest owners
- Enforcing forest-related laws and regulations
- Offering environmental/forest-related education.



Wednesday,
30 August 2017

Visit to the Klein-Auheim Wildlife Park and the Hessen-Forst Tree-Seed Centre, Hanau

During a tour of the local wildlife Park, guided by Mrs. Marion Ebel, a short overview of the local mammalian species of fauna was proffered. Moreover, Mrs. Ebel also emphasised the fact that the park was a focal point in terms of meeting the considerable need for information relating to environmental issues and outdoor education of the citizens of the local areas and the surroundings of FMU Hanau-Wolfgang.

The Indonesian foresters also took the opportunity to acquaint themselves with the State Forest Tree-Seed Centre, which is responsible for the harvesting, processing and storage of seeds from all of Hessen's common forest tree species. More specifically, Mr. Lothar Volk shared his expertise with the group as regards the subjects of assessment of tree fructification, fruit collection and seed storage.



On the way: Input on simplifying structures and streamlining bureaucracy

Mr. Hofheinz informed the delegation that around 25 to 30 years ago forest management in Germany, specifically in Hessen, was much more labour intensive and that the State Government spent a bigger share on salaries. Indeed, during the 1980s there were still 126 Forest Management Units in Hessen, whereas now there are only 41. Moreover, the state streamlining of structures and personnel is an ongoing process.

During this previous era of more labour-intensive forest management, the hierarchy typically consisted of the ministerial level for the consultation of policymakers and at the same time for the coordination of management activities undertaken throughout the state. Below that there was an intermediate level of authority for the coordination of all local offices across one region of the state and at the lowest level there were the local offices (FMU).

Starting from the beginning of the 1990s however, all of these structures began to undergo a process of streamlining and simplification. This process was followed by most German states, which employed a similar approach to that of Hessen: The Department of Forestry at the State Ministry develops basic policies and engages in consultation with policy makers. Every day, forest management issues are now delegated to state-owned enterprises created as for-profit centres, or to lower administrative levels with few levels of hierarchy (headquarters and FMUs are the essential operational units). The ministry supervises the relevant entities and guides them by means of detailed target systems in order to ensure the completion of various objectives, as well as legal compliance. In addition, efficiency is enhanced by direct communications structures, reduced bureaucracy and the speeding up of decision-making procedures through the delegation of competencies.

A large, ancient-looking tree with a thick, textured trunk stands in a lush green forest. A group of people, including men in light blue shirts and a woman in a colorful sari, are gathered around the base of the tree, some touching the trunk. The scene is filled with sunlight filtering through the dense canopy of green leaves.

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Testimonies
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“The institutional development of forest administration is a challenging task in Indonesia”

Interview with Mrs. Nilda Janwar Lutan (*Deputy Director of the Forest Protection Management Unit*) and **Mr. Khairi Wenda Khaidir** (*Deputy Director of Production Forest Utilization*) both at the **Ministry of Environment and Forestry**

‘The focus of the work of the Directorate General for the Protection of Watershed Areas and Protected Forest (Ditjen PDASHL) is to ensure the availability of water resources. In these areas, disturbances are not allowed, such as the cutting of trees or intensive agricultural activities. We follow Law No. 23 which states that rehabilitation is the task of central government. During the implementation of this law, we may cooperate with KPHs. This centralised approach is very different to the type of forest management that is practiced in Germany.’

‘The hope is that this expert dialogue will help us to understand how forest management is structured across Germany, how decent forest-management practices look in other countries, how well they perform, and how forests are managed in an effective way at the local level. Thus, we are essentially looking at the decentralisation of tasks as they are implemented across Germany. Furthermore, we are also looking at how our own tasks and responsibilities are distributed across different levels.’

‘One current challenge that has to be faced in Indonesia is the newly established, provincial-level KPH system. Indonesia does not wish to repeat the mistakes of the past. Thus, questions still remain as to what will be the main tasks of the new KPHs and how they will be able to finance their activities. Some good ideas and questions were generated during the recent trip to Germany: specifically relating to the fees that FMUs receive for their services. Would such a scheme be possible in Indonesia? Who will be responsible for the construction and maintenance of the roads within the forest? What is the role of an FMU in a private forest? How does cooperation work between an FMU and a communal government/municipality or private owners?’

‘All of these questions have to be discussed by the Ministry in Indonesia. What competencies should they give to the provincial governments? Many roads are planned for construction. Who will be able to provide adequate funding for this in the future? How should KPHs cooperate at the local level? Should they and how can they support local populations within the framework of social forestry? How can KPHs become development agents for local economies? So many questions need to be answered and this trip represented a great opportunity to see how other countries find solutions to these issues.’

‘One of the most interesting aspects of the trip involved seeing how various functions have been decentralized from the federal government to the states and from state ministries to state-owned enterprises in Germany. The federal state and even the state ministries do not involve themselves in any detailed forest activities and instead limit themselves to the setting of targets. Thus they do not interfere in any FMU cooperation with communal or private forest owners.’

‘The relevant FMU foresters know the most about the situation in a given forest. Therefore, they should be able to decide what activities and sustainable use of forest resources are most suitable for the area, so as to generate plenty of local economic development. Of course, they also have to obey the law and ensure that they do not harm the forest.’

‘BPSKL, BPDASHL, etc. (Indonesian agencies for watershed management, environmental cooperation, social forestry, etc.) are central government structures that exist at the provincial level and do not control any forest areas themselves. Eventually, however, the tasks of these Balais need to be decentralised to the KPHs. This should streamline the bureaucracy involved in forest administration.’

‘Many provincial governments complain that through the establishment of Dinas forest services and KPHs at the provincial level, they have additional work to do. Therefore, decentralisation is not always welcomed with open arms in the provinces. However, an increased number of tasks also means a larger budget and increased personnel. We thus need to set up a number of pilot KPHs that can deliver best practises in order to motivate our provincial governments. KPHs represent the lowest governmental level and thus work closer to the forest. Therefore, their tasks are not just administrative in nature.’

“KPH must receive operational support,”

‘Many people still see a discrepancy between provincial government and local government, which is manifested through the coexistence of Dinas and KPHs. Therefore, we also need to follow a set of best practices as regards cooperation between KPHs and provincial governments. The current KPHs are still treated as the stepchildren of central government. It is vital that they receive adequate personnel, as well as sufficient operational support. Budgets are delivered through the APBN [State Budget and Expenditure Plan], which is a part of the central government’s budget. The planning and allocation of APBN thus follow the decision-making procedures of central government. As you can imagine, this creates a parallel structure at the provincial level. In the long run, though, provincial governments cannot favour this model.’

‘One great example that we have already implemented in East Kalimantan involves the delegation of tasks to KPHs. Dinas is supervising this work in order to avoid any misuses of power. The crucial factor here is that the provincial government is able to pay the salaries of KPH personnel. In provinces where you don’t have this situation though, the provincial governments lack the power to control the KPHs.’

‘On the other hand though, if we are talking about the streamlining of bureaucracy, then the provincial governments have a huge financial challenge to meet in terms of the transfer of KPHs to the provincial level. You can imagine the financial burden that is incurred when transferring 830 members of staff from the district level to the provincial level. A substantial budget is obviously needed.’

‘As a next step and after witnessing the systems in Germany firsthand, our role as part of the central government will be:

1. To strengthen the institutional capacities of KPHs by, among other methods, providing training on management and technical subjects, as well as on entrepreneurship, so that they are able to undertake the relevant tasks in a more professional way.
2. To review existing regulations and to formulate new regulations that define the utilisation allowed in protected forests, as well as to decentralise certain functions to the provincial governments. The sanctions that will be imposed if the regulations are violated should also be made clear.
3. To provide budgetary support and also to raise funds from other nonbinding sources.’



Mr. Thomas Tandil Bua Amboryaman

*Deputy Director for Macro Planning at
the Ministry of Environment and Forestry*

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*There are
challenges involved
in downsizing
personnel at
the Central
Government Level
and supporting
the development
of KPHs”*
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‘The issue of decentralisation was already a point of focus back in the late 1990s when tasks were transferred to the district level. The lessons learned were costly. In order to avoid further irregularities in terms of the governance of various tasks and duties, there has been a delegation to the provincial level.’

‘An effort to decentralize these functions should also mean a reduction in the amount of personnel working at the level of central government. This will still require some effort to achieve, however. Moreover, the decentralization of functions to the provincial level will involve some serious challenges, especially in terms of the institutional development of KPHs. In some provinces, the local Unit Pelaksana Teknis Daerah or Sub-National Technical Implementation Units still involve the input of both financing and personnel from central government. The Central Government Planning Board, Bappenas, now allocates a portion of the national budget to the KPHs. So, the commitment demonstrated by Bappenas to providing sufficient operational budgets to the KPHs is crucial to their functioning. Budgets for office buildings and vehicles are still subsidised by central government though, and this state of affairs is likely to persist for the next two fiscal years.’

‘Of course, at the moment the KPHs are in need of support, infrastructure and capacity development. In order that they are able to become more financially independent from centralized budgeting, provincial governments need to find ways of increasing the budget revenues which are generated through forest activities. At the same time, various functions and tasks have to be defined. On the other hand, though, support and subsidies always have various limitations placed upon them by the central government.’

‘It was interesting to see how the German Federal State and State Governments work effectively with very few personnel at the various government levels. Indonesia could also significantly downsize its total number of personnel by not recruiting any new staff. Indeed, new staff should only replace retiring personnel. However, although such an effort will halt the increase in the number of personnel, it will not ultimately result in any downsizing.’

‘Nevertheless, there is now a great opportunity to improve the performance of forest management within Indonesia. Indeed, forest management was one of the 23 priority issues that were recently addressed by the president. In 2018, these 23 issues will be reduced to only 10 and some serious streamlining of the cabinet and reduction in the numbers of personnel is expected.’

‘Downsizing is also expected through the formulation of Social Forestry Law 83/2016. Many activities undertaken by local communities in state forests are supposed to be allowed. In fact, these are already guaranteed. If this system begins to function well, then the provincial governments, as well as local communities, will become more self-sustaining. This in turn will enhance decentralised development and the central government will be able to reduce and ultimately end its role as regards many current issues.’



Mr. Wahyu Widhi Heranata (Didit)

Head of the Forest Administration of East Kalimantan Province

‘De-bureaucratization and the downsizing of bureaucracy are now the most important issues and the biggest challenges facing Indonesia’s forest administration. At the central level, the total number of personnel is currently still too high in the wake of the fusion of the previous Ministry for the Environment with the Ministry of Forestry. Furthermore, the transfer of functions to the provincial level, based on Regulation Nr. 23/2014, was only realised in 2016, while the Dinas (Forest Service) in the Province of East Kalimantan was only just established in early August 2017. We need to support the development of the KPHs and this is my biggest challenge at the moment.’

‘I recently called all of the KPH heads in East Kalimantan to my office and delegated the task of managing the forests to them. In this, I was adhering to the principle of decentralisation and the streamlining of bureaucracy. I also divided the forest areas into blocks and resorts, just like the rangers district in FMU Kirchhain. The heads of these blocks have the best knowledge regarding the forests within their particular resorts. Our province is paying the salaries of the foresters, therefore there will be clear consequences if they neglect the tasks that I have assigned to them!’

‘I am very keen to follow-up on the diversification of forest ownership and forest use. The social-forestry regulation has given us the opportunity to develop this field since 2016. I would like to develop different approaches in cooperation with local communities, as well as private forest users. I will thus make a proposal to the central and provincial government regarding the simplification of the current bureaucracy covering timber permits, as well as NTFP processes.’

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*‘De-bureaucratization
and the downsizing
of bureaucracy are
the biggest challenges
facing Indonesia*”





Mr. Syarifuddin

Head of Forest Administration for North Kalimantan Province

Mr. Syarifuddin was assigned to the position of Head of Dinas in August 2017. Prior to this, he was the head of a management agency at the provincial level (BPHPL). He is a long-time member of staff at the Central Ministry of Environment and Forestry, and from 2012 has been seconded to the provincial level. During this period, he was first seconded to Denpasar before finding himself in North Kalimantan.

Mr. Syarifuddin's special interest is the bureaucracy that underlies the obtaining of permits in relation to cooperation with local communities, and he has proposed that many permit procedures should be decentralised to the provincial level. This includes, among others activities, the authority to sell timber or to decide on the types of forest use which are available to local people.

'The managers of forests at the local level should be empowered. Only through such permits can we ultimately contribute to local economic development. This would also motivate people to take care of the forests. If you know that you don't ultimately have any stake in the forest due to a strongly centralized structure, then you will not be motivated to look after the forest. So a sense of belonging and ownership is crucial in terms of the protection of forests. In order to create a better sense of belonging, decisions on social forestry are better left in the hands of Dinas and KPH. Moreover, approval from the central level often takes a long time, thus this bureaucratic process could be streamlined and shortened.'

'In North Kalimantan, there has been a successful cooperation with local people which has resulted in the ongoing production of eucalyptus oil. KPH planted the trees and the local population is helping to maintain the forest and is using the leaves in the production of oil. This has proved a highly successful symbiosis. The only constraint is that they don't yet have the necessary permission to sell the oil that is being produced.'

'Back home, I have pledged to enforce cooperation between the local population and forest managers. Through this cooperation, the local population can improve their business activities and the local economy, in general, can be developed. Of course, we need to reduce the existing constraints that still have to be faced in order to obtain the permits needed to kick-start such cooperation. Therefore it is vital that we simplify our bureaucracy!'

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*Streamline
and
shorten the
bureaucratic
Process*
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Mr. Nahardi

Head of the Forest Administration for Central Sulawesi Province

‘What I found most interesting during the expert dialogue was to learn about the German style of decentralised forest administration. Management of forests means inventory, planning and implementation. However, we cannot proceed with the old way of doing things, whereby the central ministry undertakes all of the management tasks (pengelola) while the provinces only have a caretaker role (menjaga). Decision making thus needs to be decentralised. Often, we have to wait for a whole year before we can get our hands on the permits necessary to undertake certain types of social forestry activity. We desperately need to reform this approach for the good of our forests!’

Mr. Narhardi was also impressed by the seriousness with which the German foresters worked. The taking of inventories is carried out very thoroughly over there, while the same applies to planning and implementation. Moreover, irregularities rarely occur.

Another point of interest was that all three forest functions (i.e. production, protection and recreation) have to be made available across all forest areas. As Mr. Narhardi says, ‘In Indonesia, we mostly allocate a given area of forest to only one of these three functions. So, there will be an area of protected forest, another area of production forest, and forests which are set aside for the fulfilment of other specific functions. In contrast, the multipurpose and integrated forest management approach was one of the most interesting things that I picked up in Germany.’

Although only 40% of Hessen’s forests are state-owned, the FMUs take many decisions while simultaneously respecting the commitments of private owners. In Indonesia, the ministry still has sole domain over any decision-making process. This is why Mr. Narhardi still associates the KPH with caretaking and not with any serious management role.

In order to elaborate upon this point, Mr. Narhardi offered some examples: ‘There is plenty of potential for non-timber forest products such as rattan, honey, asiri oil, eucalyptus oil, palm sugar and the like in my area. We need to have the authority to be able to make decisions. At the provincial level, we know best in terms of the specific local products which can be developed through the forests.’

‘Moreover, forest infrastructure remains the property of the central ministry. The provinces thus have to “borrow” these roads. Therefore, I believe that too many factors are still dependent upon the central government.’

In the future, Mr. Narhardi asserts that he will arrange for inventories and planning to be undertaken in a thorough manner. The collection of data relating to the potential of forests, as well as to mapping needs, will thus be conducted in a much more comprehensive way. And finally, Mr. Narhardi insisted that Law No. 23/ 2014 needs to be fully implemented

“
Things
need to be
done more
thoroughly,”



Mr. Hadi Pranata,

Head of the Division for Protected Conservation and Natural-Resources Ecosystems for the Forest Administration of West Kalimantan Province

‘We need to manage our forests in ways that suit local conditions. However, without a conducive legal framework, the provinces and their populations will never be able to achieve their best. I hope that the decentralisation process will not be too long or complicated. It’s time to streamline and simplify our bureaucracy and to leave communities in charge of our best services. Fast and accurate decision-making processes and services, as well as flat hierarchies, are what we need right now!’

‘My next step will be to share my experiences of this trip with my colleagues and with various stakeholders in my provinces. We will strengthen our KPH and look for the breakthroughs necessary in order to develop social forestry activities.’

‘We also need to improve our institutional capacity. On the one hand, there are many things that the provincial government can do in order to improve the performance of the KPH. On the other hand, though, central government should place more trust in the provinces and decentralise various functions and tasks.’

“Do not further delay the decentralisation process”



Mr. Gun Gun Hidayat

Asia Bilateral Section, International Cooperation Bureau at the Ministry of Environment and Forestry

‘I was most impressed to see that in Germany, KPHs are able to work so independently. FMUs in Germany are like a hybrid mix of Perhutani [government-owned forest concessions] and Indonesian KPH. The only difference is that Perhutani work in a less social way.’

In the wake of returning home from the dialogue with the German experts, Mr. Hidayat has decided to develop a pool of social-forestry experts in Indonesia. It is hoped that this pool will eventually become a centre of excellence in terms of KPH development across ASEAN countries. Ultimately, there could be a sharing of best practices among the various ASEAN countries, and Indonesia could play an important role in facilitating this sharing processes.

‘Through such a centre of excellence, we could ultimately create and develop multi-country projects. Hopefully, the German Government will be able to support us in the development of this pool of experts.’

Mr. Hidayat is hopeful that the European Forestry Institute will also be able to support this idea. Cooperation could be launched through the FORCLIME programme, while an ASEAN communication platform would represent a great point of entry.

“Indonesia can become a training ground for other ASEAN countries”

