

Rights, forests and climate briefing series – October 2011

# CENTRAL SULAWESI: UN-REDD Indonesia's Pilot Province

The forests of Central Sulawesi Province cover 4.4 million hectares, representing about 64% of the province's total land area. Some 800,000 people live in and around the forest areas, making up 33% of the province's population. Most of the forest dwellers are members of indigenous peoples, including the To Bungku, Mori, Pamona, Wana Taa, To Ondae, To Lage, To Bada, To Napu, To Behoa, To Lindu, To Kulawi, To Gimpu, To Tobaku, To Sigi, To Parigi, To Lauje, Dondo, and Dampelas. These peoples have been living in the same areas for many generations. They derive numerous benefits from the use and management of their their customary forests and products, such as rattan, medicines, game animals, fish, and so on.

In October 2010, the UN-REDD programme selected Central Sulawesi province as the focus of its Demonstration Activities to prepare for the implementation of REDD+. The programme will be inaugurated together with the Regional Consultation on REDD+ National Strategy in Palu in October 2011.

To support the programme the Governor issued a Decree in February 2011 to establish a Provincial Working Group on REDD+. Five areas have been nominated as UN-REDD programme sites, namely: Dampelas region in Donggala district, Tinombo region in Parigi Moutong district, forests in Lore Lindu National Park in Poso district, and forests in Tojo Una-una and Toli-toli.

The REDD+ Working Group consists of representatives of: government agencies, an association of forestry companies, association, academics, NGOs, and indigenous peoples, local organisations and communities. The composition of the REDD+ Working Group is dominated by government agencies (76 persons). The representatives of communities and community organisations (only 4 persons) have a limited capacity to reach out to communities to disseminate REDD+ information and provide education on REDD+.



Map of Central Sulawesi

The UN-REDD Programme guidelines state that the government should consult and work together with indigenous peoples through their chosen representatives. Indigenous and local community leaders living in the highlands of Behoa and Napu Valleys, Poso district, which is within one of the areas that has been nominated as a programme site, have commented that their communities have not been informed about the UN-REDD programme.

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The REDD+ Working Group members have reported problems of capacity, coordination, and funding. While the REDD+ readiness pilot activity in Central Sulawesi has secured a commitment of US\$2.95 million from the Norwegian government for the 2010-2011 project duration, the members of the Working Group have complained about the difficulty of obtaining funds to implement the pre-determined programmes.

### **Recognition of Land Rights**

The reality today is that the indigenous and local communities of Central Sulawesi living in and around forest areas are in conflict with companies holding forest logging concessions, mining concessions and business use permits. These licenses are routinely issued by government agencies without the knowledge or consent of the communities that will be affected by the licenses. The same lack of information and consent concerning development licenses holds true for the government agency managing conservation areas.

Unjust development policies and laws which do not recognise, respect and protect the rights of indigenous and local communities are one of the main causes of conflicts. In the ongoing dispute between the indigenous peoples of Wana Taa and Kahumamaon and timber company PT. Palopo Timber, the government argued that the 70,000 hectare logging concession was given based on the State's right to control lands, and that a number of laws show that this forest area belongs to the state. The government refers to the Central Sulawesi Governor's Decree No. 592.2/41117/Ro.Huk, issued on August 31st 1992, concerning the unjust Guidelines of Land Conflict Resolution, which implicitly states that there is no indigenous land in Central Sulawesi, and thus the rights and authority over the earth and water are transferred to the State.

It is this flawed legal policy that allows and legalises dozens of forest concessions, oil palm plantations and mining companies to take over and convert forest areas and lands totaling more than 3.7 million hectares in Central Sulawesi (Central Sulawesi Walhi 2008). Many of the concession holders are acting against the law. For instance the oil palm company PT. KLS (Kurnia Luwuk Sejati), converted areas within the Wildlife Reserve in Bangkiriang in Banggai district into plantations. The regional autonomy policy has encouraged the local government to issue mining concessions that today cover over 850,000 hectares (Central Sulawesi Walhi 2008). The number of conflicts over lands and forests related to extraction of natural resources is increasing and will surely lead to higher rates of deforestation in Central Sulawesi, which stood at 62,000 hectares per year in 2005.

The principles of the UN-REDD programme guide state that all UN-REDD activities, especially those potentially impacting indigenous peoples, should follow a human rights-based approach and refer to the UN Declaration on the Rights of Indigenous Peoples (UNDRIP), the United Nations Development Programme (UNDP) Guideline on Indigenous Peoples' Issues and the International Labour Organisation (ILO) Convention No 169. The programme is required to pay attention to impacts on rights to land and the rights of indigenous peoples. This implies that the UN-REDD programme in Indonesia should seek to assist resolution of ongoing and potential disputes with indigenous peoples, for example by supporting a policy for conflict resolution and restoration of the rights of indigenous and local communities, by supporting the revision and revoking of problematic policies or by supporting policies that can recognise, respect and protect the rights of indigenous and local communities to land and forest.

The Central Sulawesi REDD+ Working Group has yet to discuss the recognition of communities' rights to land and forest. The REDD+ Working Group has fourteen work areas but none clearly involves or leads to full recognition of community rights to land and forest. Pardi Lasaming, the Coordinator of the Central Sulawesi REDD+ Monitoring Working Group, observed that the issues of community safety, human rights, community rights and access to forest areas are yet to be seriously discussed within the REDD+ Working Group.

The rights of communities in relation to REDD+ covers the rights of communities to FPIC, to freedom of expression, and to assembly and association. The right to land is one of the basic rights which is often violated and ignored. Without a new policy on the recognition and safeguard of land rights and resolution of conflicts over land/forest tenure and utilisation, the UN-REDD programme in Central Sulawesi will only lead to more problems and rejections on the part of indigenous peoples and local communities.

### **Bad Marks for Governance**

The 2008 Governance Index measurement conducted by the Partnership for Governance Reform showed that Central Sulawesi province was facing serious problems with justice, transparency and efficiency. The provincial government, however, has yet to show a commitment to respecting human rights, reflected in the low public budget allocation for education, health and poverty alleviation programmes. Central Sulawesi was ranked 25th out of the 33 provinces in Indonesia in terms of the Governance Index.

Poor governance in Central Sulawesi is relevant to the unjust development practices and pressures on natural resources in the province, which lead to an imbalance in control of land and forest, with capital owners dominating forest tenure and control of resources. The government pursues revenue and local economic growth by issuing as many permits as possible without considering sustainability or the rights of communities. The licensing process has become an arena where profit-making and corruption are rampant. Poor law enforcement and lack of monitoring encourage logging and plantation companies to violate the law, such as logging outside concession areas and expanding plantations in excess of the area allowed by the permit.

The Katu people of Central Lore, Poso, are among the indigenous peoples adversely affected by the policy and management of Lore Lindu National Park (TNLL), which neglects the principles of good governance. The Katu people protested against the policy and management of TNLL during a community meeting with government officials in February 2011. The non-transparent and non-participatory management of TNLL has limited people's access to forest products. On occasion, the park authority have used violent approaches to attempt to control community access to

the National Park. The Katu people were prohibited from building connecting roads between their villages, hampering their efforts to fulfil their basic infrastructural needs. On the basis of these experiences, the Katu people and indigenous peoples in Central Sulawesi have expressed the wish that development programmes, including the UN-REDD programme, achieve development goals in accordance with the principles of good governance.



Community in Central Sulawesi discusses UNREDD+ plans

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Abbreviations	
REDD+	Reducing Emissions from Deforestation and Forest Degradation
UN-REDD	<p>United Nation Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation, launched in September 2008, it is supported by and is a collaboration of three UN bodies, namely: the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP), and the United Nations Environment Programme (UNEP) The UN-REDD programme aims at encouraging developing countries with tropical forests to prepare themselves for and participate in the implementation of the REDD+ mechanism.</p> <p>In Indonesia, the UN-REDD programme was launched in March 2010, in collaboration with the Ministry of Forestry, FAO, UNDP, and UNEP. The managers of the UN-REDD programme in Indonesia include the Chairman of the Project Management Board, Bambang Soeprijanto, who is also the Director General of Planology of the Ministry of Forestry, and El Mostafa Benlamih, the UN Resident Coordinator for Indonesia. The National Director of the Project Management Unit is Ir. Yuyu Rahayu, M.Sc., and the Regional Facilitator is Didi Suharyadi.</p>

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