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**COMMUNITY DEVELOPMENT MODEL WITH COMMUNITY  
BASE FOREST MANAGEMENT THROUGH THE SETTING OF  
MANAGEMENT FOREST RIGHTS IN TANGGAMUS**

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**Abstract**—Nowadays the forest policy has given the opportunity to the community for taking a part for managing the forest area which gives the benefit for the community who lives near that area. That thing can be done by giving the access or the rights for the community by placing them as the first actor for managing the forest land. This research was a qualitative approach with descriptive type. This research was done in three steps in three years duration. This research was used the field and laboratory research. The field research was done in forest area Register 30 in Tanggamus, meanwhile the laboratory research was done in Law and Social Politics Faculty using the appropriate medias.

The result showed that the spirit of the government program named Program Community Base Forest Management (CBFM) through the schematic of community forest was done successfully but with some limitations. We suggest that the local government should give the support by guiding the community in field for managing the area and give them some facilities needed also the government should give the legislatives political support such as financial aid and the legal rights for the community to manage the land area.

**Keywords:** *Community Development; Community Forest Management; Base Management Forest Rights.*

## INTRODUCTION

### 1.1 Background

Community forests are primarily intended to empower the local community, as described in regulation of Indonesia Forestry Minister known as PP 13/Menhut-II /2010. Community forestry policy allows people to be able to manage a portion of forest resources with signposts that have been determined. Protected forest registers 30 in Tanggamus, Lampung with an area of 15,060 hectares is one area that is positioned as a life support economic, social and ecological for the community. The pattern of forest conversion occurred on land use changes in the region, the rate of population increase, either from birth or in-migration, and poverty is believed to be one cause of the shift of the land area of the forest.

From studies done by Watala and Protected Forest Protection Unit of Tanggamus (2012), more than 7.000 squatters had encroaching on protected forest area registers 30 in Tanggamus resulting in 7.500 hectares or 79,54% of the forest had been degraded by encroachers, either conduct illegal logging, as well as looting of other forest products. Technical implementation of Community forests (conditional land) was not widely known to the public/unavailability of the publication of regulations related to the implementation of community forests at the village level. Other findings are that most squatters were just workers who capitalized by certain elements to work on protected forest which results submitted for debt repayment and working capital was not infrequently the encroachers by local police officers.

The key to all of the above problems was the implementation of policy community forests (conditional land) through the empowerment of the local communities that begins with socialization and facilitation including the selection of methods and supporting equipment as well as on strengthening the functions of the various institutional synergy in doing community development activities to give the optimal and fair benefit <sup>3</sup> forest resources without damaging the function of the forest and did not give the conflict with the principles of sustainable forest through the setting of juridical rights, the rights to manage and use the community forests, among others, through capacity building and providing access <sup>9</sup> in order to improve the welfare of local communities.

### 1.2 Research Objectives

The objectives of this study were :

1. Generating a model of community empowerment through the formulation of the development strategy of the economic role for local communities as the solution to alleviate poverty in the protected areas in Tanggamus which was expected to become a national pilot project for empowerment of local communities in the utilization and development of community forestry through setting rights and the management of using conditional land in Lampung and the western part of Indonesia.
2. Obtaining the support of public authorities as well as to strengthen the relevant institutions in conducting empowerment with responsibility for forest management to balance principle of ecological and social function subsistence of local communities as being in the spirit of community forest program.
3. Conducting studies on the setting formal juridical rights of communities to manage and utilize community forests according to the provisions and the applicable rules.

### 1.3 Research Benefit

The benefits of this research were: improving the welfare of the community by strengthening the functions of the various institutional synergy in the activities of empowerment for the context of community forest utilization while complying with the juridical rights arrangements to manage and use the community forest. It was expected not impair the functions of forests and did not give the conflict with the principle of equitable forest sustainable and management.

## RESEARCH METHOD

This research was a qualitative descriptive study with normative juridical approach. This study consisted of three phases, which was arranged into three years from 2014 until 2016. The study consisted of field research and laboratory activities. Field research was carried out around the protected forest area registers 30 in Tanggamus. The location of this research was in Tanggamus (register 30 Tanggamus).

## RESULTS AND DISCUSSION

### 3.1 Policy Forestry Sector in Tanggamus

Forestry and Plantation development policy consists of:

1. Apparatus Resources Quality The improvement of apparatus quality.
2. The improvement of forest and land rehabilitation
3. The improvement of Forest Law Enforcement and Security
4. The increased utilization of forest resources
5. The increasing productivity through plantation business development and agribusiness crop plantation;
6. The increasing value of plantation products through the improvement quality of processed products, increasing market access, development of technology and partnerships between the private, government and society.

### 3.2 The Implementation of Community Forest

In Tanggamus, it was introduced since the 1990s, up to the National Pencangan Peak in 2007, the community forests (conditional land) was one of the model of community empowerment in addition to the model of plantation forest (HTR), forest village, and the model of the partnership. In some locations in Lampung, the implementation of community forests showed that the model of implementation of community forests were well developed and could be accepted and carried out by both government and the public. Community forests (conditional land) was the utilization of state forests and primarily intended to empower local communities. The objectives of the community forest were to improve the welfare of local communities through the optimal use of forest resources and maintaining the sustainability of forest functions. Community forest program was an effort to save the forests and to provide benefits to the society through Management of Community-based Natural Resources (PSDABM). The groups of people who were given the rights to access and manage forest resources given the responsibility to preserve the forest. In this context the role of the facilitator were settled in villages near the forest area. They had a discussion/ FGD and learning with communities to manage forests well.

Community forests were intended to build capacity and provide access to the local communities to manage forests to ensure the availability of jobs for the community. In solving economic and social problems that occur in society was urgently needed and the commitment of the parties needed to be developed for the implementation of community forestry program (conditional land) in the community. People who carried out the community forestry program (conditional land) could comply with the provisions in require. Community forests were not then developed only as a rescue program forests, but also a means of learning. Community forest program could be a means to achieve sustainable development goals. The general obstacle in facilitating the implementation of community forest program was the availability of funding schemes and community resource capacity gaps, facilitators and government. Constraints and limitations would always exist in every strategic implementation of a development program, including a community forestry program. But that optimism remained that the community forest program could be a means of strengthening capacity building, empowerment and potential community. The basis of the implementation of community forestry policy (conditional land) in Tanggamus, referring to act and laws relating to community forest.

In 2008, Tanggamus proposed community forestry management permit to the minister as many as 9 farmer groups with a total area of 12905.05 hectares area locations spread on protection register 21, register 27, register 30, register 32 and register 39. In accordance with a decree of Tanggamus Number: 522/4111/39 on the 4th of July in 2008. The nine groups proposed community forestry permit, until 2009 and only 8 groups that had been verified by the Department of Forestry with an area of 10.781 hectares. Among them was Bakti Makmur Farmer Group in Pekon Tanggamus, which was filed a community forest management permits (HPHKMs) to the Department of Forestry and Plantation of Tanggamus. Until year 2010 in Tanggamus, there were 14 farmer groups in community forest management, while 6 HKM farmer groups were in the process of filing community forest management permits (HKM). On the 22nd of April in 2010, The Minister of Forestry Zulkifli Hasan issued the minister regulation No. 75/Menhut-II/2009 about Forest Area For Working Area Community Forest in Tanggamus about 12.061,30 hectares. While the second Farmers Group (Gapoktan) others were Gapoktan Rimba Jaya Ulu Belu and Gapoktan Sumber Makmur Ulu Belu at Reg 30 were doing the implementation of measurement and preparation proposal. The further information could be seen in the following table:

Table 3. List of Community Forest Farmers Group in Tanggamus Year 2013

No	Groups	Decree	Total	Area	Description
1	Pekon Datarajan Kec Ulu Belu Reg 30 dan 32	SK.B.313/KWL4/Kpts 2000 SK Bupati Tanggamus No. 333/23/03/2007	11 groups with 33 families	593,58 hectare	Permanent Licence for 35 years
2	Harapan Sentosa	SK Bupati 162/Hutbun/Hk/2001	9 groups with 273 families	300,00 hectare	Permanent License for 35 years
3	Sumber Rejeki Pekon Payung Kec Kota Agung Reg 30	SK Bupati 434/KWL.4/Kpts/2001 No B.334/23/03/2007	7 groups with 275 families	499,56 hectare	Permanent Licence for 35 years
4	Bun Margo Rukun Pekon Ngarip Kec Ulu Belu	SK Bupati 264/Hutbun/39/12/2009	6 groups with 282 families	1428,70 hectare	Permanent License for 35 years
5	Bhakti Makmur Pekon Teratas Kec Kota Agung reg 30	SK Bupati 259/39/2009	11 groups with 565 families	856,60 hectare	Permanent Licence for 35 years
6	Karya Tani Pekon Penantian Ulu Belu Reg 39 dan 32	SK Bupati 261/39/12/2009	653 families	1.977,60 hectare	Permanent License for 35 years
7	Beringin Raya	No 886/Menhut-II/2013	446	907,78	Determination of landwork

			families	hectare	area
	Pekon Talang Berir Kec Pulau Panggung Reg 30				
8	Mulya Agung Pekon Sidomulyo Kec Semaka	No 886/Menhut-II/2013	961 families	1662,64 hectare	Determination of landwork area in Reg 39
9	Tulung Agung Pekon Talang Asah Kec Semaka	No 882/Menhut-II/2013	926 families	1.046,73 hectare	Determination of landwork in Reg 39
10	Hutan Lestari Pekon Gunung Doh Kec Bandar Negeri Semuong	No 885/Menhut-II/2013	171 families	385,11 hectare	Determination of landwork in Reg 39
11	Tunas Jaya Pekon Atar Lebar Kec Bandar Negeri Semuong	No 889/Menhut-II/2013	584 families	1264,72 hectare	Determination of landwork in Reg 39
12	Bakti Mandiri Kec Ulu Belu	No 884/Menhut-II/2013	421 families	563,75 hectare	Determination of landwork in Reg 39
13	Wana Binangkit Kec Kota Agung Barat	No 81/Menhut-II/2013	217 families	289.14 hectare	Determination of landwork in Reg 30



14	Sinar Mulya Kec Ulu Belu	No 80/Menhut-II/2013	701 families	1.013 hectare	Determination of landwrk in Reg 39
15	Gapoktan Rimba Jaya Kec Ulu Belu		832 families	1600,00 hectare	Implementation of measurement and poposal preparation
16	Gapoktan Sumber Makmur  Kec Ulu Belu Reg 30		550 families	1300,00 hectare	Implementation of measurement and poposal preparation

### 3.3 The Initiatives Implementation of Community Forest in Lampung

The initiatives to support the development of community forests were either conducted by the district (The Forest Service) and by society (groups of forest managers) in 8 districts relatively equal. The initiatives were taken by the government including policy dissemination, training and development (less intensive), provision of seeds MPTS (Multi Purpose Tree Species) to communities and licensing management.

**Table 4. Form of efforts/initiatives in supporting the implementation of Community forests**

Region	Form of Effort	
	Government/Forestry	Community/Groups
<b>Bandar Lampung</b>	Socialization of conditional land policy Forestry technical extension	The formation of the group Hold a group meeting Striving permit management
<b>Lampung Selatan</b>	Socialization and counseling Law Following the development of conditional land through conditional land Forum The granting of licenses conditional land on society	Establishment of institutional group Planting seeds of protected forest areas Following extension Asking permission forest management Group held an internal meeting
<b>Tanggamus</b>	Socialization program conditional land Mentoring groups (less intensive) Following the development of	The formation of farmer group institution conditional land Applying for a good availability of facilitators of forestry workers and the

	conditional land through conditional land forum Granting conditional land to the community Documenting community forest management	independent agency that can facilitate the creation of conditional land use permit application proposal Hold a group meeting
<b>Lampung Tengah</b>	Socialization and counseling conditional land Coaching a group (less intensive) The formation of the Task Force teams forest protection and placement of extension workers Documenting community forest management	The formation of the group Rulemaking group Making the land management plan Apply for facilitators Group meetings regularly Ask a conditional land use permit for the new group The comparative study of forest management group
<b>Lampung Timur</b>	Socialization and counseling Law Formation of forest conservation forum (forestry, agriculture, PU, irrigation, BPN)	Following extension Establishment of institutional group Asking permission conditional land Planting seeds in the forest area
<b>Lampung Utara</b>	Identify communities in protected forest areas Socialization program conditional land Coaching a group of conditional land Permit allocation HHBK	Institutional building forest communities groups conditional land Applying for a field facilitator who will facilitate the issuance of a license conditional land
<b>Lampung Barat</b>	Socialization program conditional land and granting conditional land Coaching routinely protected forest areas	Formation of conditional land group group meeting Securing existing forests Conditional land use permit application
<b>Way Kanan</b>	Socialization program conditional land	Establishment of institutional groups, conditional land use permit application

Source: Data processed, Watala Lampung, 2009

#### 3.4 Preparation of Community Forest Management Program

Programming the activities carried out in order to formulate a community forestry programs and formulate a program of community forest management that would be implemented. Programming community forest management in Tanggamus was licensed for definitive community forest management remained for 35 years that the preparation of the program implemented in a participatory manner with the involvement of members. Preparation of the programs were implemented in a deliberation that was divided into two stages, namely consultation at the level of sub-groups and sub-group coordination chairman and

deliberations at the level of the main group, coordinated by the next group administrator. Community involvement in the preparation of programs had been seen from the presence of the public in the preparation of the program and the availability of community contribution (donations) thinking about the programs that would be decided.

### 3.5 The Preparation Techniques of Community Forest Management Program

The research in field stated that the chairman of the group of community forests Rejeki who had obtained definitive conditional land management for 35 years, obtained the information that the program was done in a participatory manner with the involvement of members. It was known that the preparation program to conduct discussions carried out in two stages: first, the stage of deliberation program at the level of sub-groups the implementation of the deliberations at the level of sub-groups coordinated by each board sub-group consisting of a chairman, secretary and treasurer of the sub-group was attended by all members of subgroups. Conducting discussions at the level of sub-groups carried out to create a "draft community forest management program" which contained ideas thoughts by members about the programs that would be decided at the main group level.

The results of consultation at the level of sub-groups such as program design, then brought to the deliberation forums program at the level of the main group. The next stage (second) was a programming-level deliberations of the main group. The implementation of deliberations at the level of the main group was coordinated by the main group administrator and attended by representatives of each board subgroups. Deliberation on the level of the main group was the follow up from the deliberations held at the level of sub-groups. The agenda was in consultation programming activities at the level of the main group about a discussion of the program draft proposed by each subgroup and subsequently judged to be conditional land management program that applies to all members of the conditional land.

From the results of these activities could also note that the division of deliberation stage programming into two phases was done with consideration of the number of members and efficiency. The large amount of members would take a long time and huge costs when having to bring all members. So that was taken to divide the policy deliberations programming into two phases. Nevertheless it was allowed even recommended for sub-group members who wished to attend meetings at the level of the main group.

### 3.6 Community Assistance

The efforts to involve the community were done by strengthening the institutions forest communities through the establishment of forest management organization that had : (1) the rules of internal groups binded in decision-making, conflict resolution and other rules in the management of the organization (2) the rules for forest management community in accordance with the legislation in force (3) the recognition of the community through village to plan the location and area of work and the time management (Minister of Forestry Regulation No. P.37/Menhut-II/2007 on Community Forest) in conjunction with Regulation of Minister of Forestry of Republic Indonesia No.P.52/Menhut-II/2011 on the third change on Regulation No. P.37/Menhut-II/2007.

The formation of the management organization for community forest groups (KPPHkm) was intended as a forum for the community in conducting forest management activities so that the entire process of forest management could be organized. In addition, the establishment of community forest management organization was also intended to facilitate government/power field of forest as well as independent escort agency to monitor and provide guidance to the overall forest management activities carried out by community forest groups. With the establishment of community forest management organization, the community incorporated in KPPHkm could conduct participatory community forest management (participatory management). Participatory management approach gave the opportunity to public to get involved in the preparation of the implementation of community forest management program, ranging from the licensing of community forest management, and so on. Activities of community assistance through KPPHkm were aimed: (1) to increase the ability of local communities to manage the group organization, (2) to guide the community to apply for a license under the applicable provisions (3) to increase the ability of local communities to prepare a work plan community forest utilization (4) to improve the ability of local communities in implementing the forest cultivation through the development of appropriate technologies and the increase in value-added forest products (5) to improve the quality of human resources in local communities through the development of knowledge, skills and abilities (6) to provide market information and capital in improving the competitiveness and access to local capital markets and (7) to improve the ability of local communities in developing forest utilization and forest products. This type of activity community assistance were included:

(1) the institutional development of the local community (2) the submission of license applications (3) the work plans of forest community (4) the technology of forest cultivation and processing products (5) the education and training (6) the access to markets and capital (7) the business development.

As known, in the stages of the process in preparing and filing permit of community forest, a few things were needed to be considered by farmers groups such as (1) the readiness of group members to apply for permission (2) the financing preparation (3) the establishment of communication and coordination with the local government (4) the preparation of supporting documents, such as maps of the area, the work plan, a list of members, the institutional structure of the group, a letter of introduction from the village. Through this assistance, people who were members of the Group of Conservation HKm (KPPHkm) expected to get benefit, among others: (1) ownership and responsibility for maintenance the forest functions (2) avoiding the cultivation of forest land by other parties outside the member and preservation of forest management group (3) encouraging the emergence of a harmonious relationship towards an equal partner among business partners with KPPHKm (4) fostering the implementation of the development of forest farmers and facilitating the dissemination of information (5) allowing the cooperative relationship between the Management Groups and Conservation Community forests (KPPHkm) with other groups (6) increasing the economy by non-government members and togetherness. Facilitating activities from the proposal stage IUPHKm (Community Forest Utilization Permit until the IUPHHK- HKm (Business License Utilization of Wood-Community Forest) training that began in 2011 as a farmer group (gapoktan) Community (HKM) facilitated by the Ministry of Forestry Republic Indonesia, and the Forest Service BPDAS Tanggamus. The event was attended by groups of community forest in Tanggamus. It was contained the materials for training activities, among others:

1. The content of the support of forestry and plantation in Tanggamus the handling of squatters in the area of Bukit Barisan Selatan National Park.
2. Forest condition, as well as the potential of the work program and plantation forest service in Tanggamus.
3. The use of application or navigation.
4. The introducing map.
5. The mapping of natural resource management.

6. The handling of forest fires.
7. The conservation natural resources.

### 3.7 Interactions Among Government and Society in the Community Forest

The passion for acceleration Base Program Community Forest Management (CBFM) through community forest schemes was despite being run better but there still many obstacles. It was not only because of the assistance at the field level and facilities provided by the District or Provincial Government but also less important political support in the Legislative in terms of budget and commitment to the rights of management in the forest area.

The Implementation of community forests could not be done by the forest service but supported and committed by the parties in its implementation. Community forest program in administration were some things that needed to be committed, namely:

1. The realisation community forest (hkm) must conform to the paradigm, vision and mission.
2. The implication of community forest related to the needs that arise include: science or education and training for farmers, budget, institutional, political support, resources, etc.

### 3.8 Public Involvement of Preparation Work Plan In Forest Community (HKM)

The efforts to involve the community was done by strengthening the institutions forest communities through the establishment of forest management organization that had: (1) the rules of internal groups that bind in decision-making, conflict resolution and other rules in the management of the organization (2) the rules for forest management community in accordance with the legislation in force (3) the recognition of the community through village to (4) the location plan and area of work also the time management (Minister of Forest Regulation No. P.37/Menhut-II/2007 on community Forest) Forestry Minister of Republic Indonesia No.P.13/Menhut-II/ 2010 regarding the second Amendment of Regulation No. P.37. jo Regulation of the Minister of Forestry Republic Indonesia Number P.52/Menhut-II/2011 on the third change to the regulation of the Minister of Forestry Number 37/Menhut-II/ 2007 on Community Forest, dated on the 6th July in 2011.

The facilitation to forest community farmer groups in the preparation of the Work Plan Community Forest (HKM) had been implemented in Tanggamus. The activity was facilitated by the Ministry of Forest Republic Indonesia, the Forest Service and BPDAS Tanggamus Lampung. The activity agenda included the following activities : community involvement in the preparation of the program both directly was through direct contact with others in a forum and community involvement indirectly by the other party in a forum held in order to prepare the programs of forest community management that would be implemented. Based on the results of our interviews with forest community facilitator, it was known that public participation in the preparation of the program, among others, could be seen from the presence of the public in the preparation of the forest community program forum was a form of direct community involvement in drafting the program. In this activity occurred a physically direct meeting between members of the forest farmer groups (conditional land) with the management group in consultation about programming activities. Programming for forest community (HKM) was one of the obligations of the group that had gained Forest Utilization Permit (IUPHKm) or IUPHHK- HKm. There were 2 plans, which the General Plan and Operational Plan.

### 3.9 Preparation of Working Boundary Area of Community Forest

The plans was participatory boundary mared by the holder IPPHKm facilitated by department issuing the license. The plan of boundary marking, assisted by local BPKH, may involve NGOs, universities, financial institutions, cooperatives and state enterprise or BUMN, whose activities included :

1. The of Orientation Boundary Area Team

Work HKm by the agency entrusted with duties and responsibilities in the field of forestry.

2. The Measurement and the limits regulation of

Utilization License Community Forest made a Map Projection limit above the basic map refers to the Boundary Working Area Map HKM.

Working Area Boundary HKm involved departments in provincial or district city and rated by BPKH.

3. The making of news events HKm of Boundary Working Area.

The Boundary Map was a real working area HKm with the smallest scale of 1: 10,000.

The general plan was the work plan carried out by the holder IUPHKm facilitated by Regency or City Government or the public may request facilitation to the local government or any other party licensors. General Plan approved by the Governor (if inter-district / city) or Regent/Mayor. The general plan prepared in accordance IUPHKm time period, ie 35 years and may be revised with the approval of the permit issuer. The preparation of General was included: General condition of biophysical conditions (soil type, topography, land cover, etc.), Socio-economic conditions (demographic, economic infrastructure, HKm group members, etc.), Structuring HKm work area (zones utilization (block and plot) and the protection zones (blocks and plots), The potential of the work area HKm (wood and non-wood suitable zones, blocks and plots), and Institutional groups (structure, rules, the capacity of institutions and individuals, etc.).

The Plan for sustainable forest management was included buusiness development (subject to be commercialized groups based on potential), the development of timber forest product enterprises the development of non-timber forest products, the development of environmental services business, the development of area utilization, the plan for forest protection and the development plan group.

The operational plan preparation was an elaboration of the general plan contained activities and targets each year. The operational plan was prepared in a participatory manner by the permit holder. The loading annual action plans of the group referred to the general plan.

Work Plan IUPHHK- HKm was a plan for use of forest products and timber loading area or volume within a specified time. To set the logging for the implementation of avoiding negative impacts on the environment. Drawing on the results of the Inventory stands before cutting (ITSP) were recapitulated in Cruising Report (LHC) Logging was done by selective logging followed by replanting. Harvesting was done at least 30 cm diameter wood. Based on the General Plan and the LHC could be known estimate of when the utilization of timber forest products could do. Compiled permit holder one year prior to implementation logging. Work Plan IUPHHK- HKm was official authorized by the authority and responsibility in the field of forestry districts.



## CONCLUSSION AND RECOMMENDATION

### 4.1 Conclusions

The conclusions results of our research in this first year were the main objective of community forest program in accordance with the jargon Tanggamus Ministry of Forestry Republic of Indonesia, namely sustainable forest, prosperous society, by giving access to the community to manage forests. The community forest program implemented in Kabupatewn Tanggamus is to provide guidance to farmers' groups and strengthen institutional community forest.

The obstacle in the application for permission to manage the community forest is a complicated bureaucratic sort order, so that the group would apply for a permit to manage a community forest becomes less understood plus the lack of budget to facilitate the group would apply for a permit to manage the community fores. The standards in evaluating the implementation of community forest program there has been no standard or no Standard Operating Procedure (SOP) for sure. Evaluation itself only adapted to the Regenc/City respectively. Evaluation of the implementation of community forestry program in Tanggamus by Forestry Minister Regulation No. 37/2007. The parties involved in the evaluation of community forestry program only come from internal sources or from the Departments themselfe.

### 4.2 Recommendations

The recommendations of our results in the first year were: simplifying the permit application process of community forest management, especially in the groove bureaucracy. So that the group will not cuonfused for appling forest management permits by complex bureaucracy groove. Forest and Plantation in Tanggamus have suppered the issuance of guidelines on setting up Management Rghts and Utilization of Community forests in Tanggamus, because of the presence of the book we can equate thinking between the Forestry and Plantation forces with groups of community forest farmer

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