

CHAPTER 3.2

THE DEPARTMENT OF FORESTRY

3.2.1 Sector Perspective

The balance between forest exploitation and conservation in Indonesia is, as elsewhere, delicate. While the country depends on its forest products for a considerable amount of foreign and internal revenue and wealth generation, Indonesia is nonetheless firmly committed to the conservation of natural resources. The remainder of the 1990's will be a period in which these two factors will have to be carefully balanced.

The rate of deforestation in Indonesia between 1982 and 1990 was estimated (during preparation of the recently produced Tropical Forest Action Plan) to be in the order of 1.3 million hectares per annum. Of this about a quarter, averaged over the period, was the result of a massive forest fire in Kalimantan in 1982 and 1983, during a period of severe drought. Severe population pressure is estimated to be the cause the creation of between 150,000 and 300,000 hectares of marginal land per annum. However, major reforestation programs are being conducted for critical areas. The Repelita 5 target is 6.8 million hectares.

Programs have also been established for industrial timber plantations, where wood products are harvested on a sustainable basis. This form of forestry activity has a long history in Indonesia, notably with the plantation production of teak. At the end of 1988 it was estimated that some 1.4 million hectares were under industrial timber plantation. The plantation approach is used in many of the regreening and reforestation projects around the country. Regreening is defined as the planting of trees using community efforts, to rehabilitate agricultural lands currently outside of forest areas. Reforestation is defined as plantings within designated forest areas. At the end of 1988, it was estimated that there were 1.2 million hectares of reforested land and 5.8 million hectares of regreened land. These plantations have not been established for forest production, but to rehabilitate exhausted land.

Export sawn timber production in 1989/90 was 1.6 million cubic metres, whilst plywood export production for the year totalled 7.9 million cubic metres. Indonesia is now the world's number one plywood exporter. In 1989/90 it also exported nearly 81,000 tonnes of non-timber forest products. The value of the country's forest reserves to its economy is clear.

Policy for both conservation and economic goals is expressed in the Indonesian Tropical Forest Action Plan (TFAP), published by the Department of Forestry in 1991. This program was prepared by the Department as a result of a World Bank funded, FAO - assisted forestry studies project which reported in May of 1990, and was

3.2.2 The Structure of the Department of Forestry

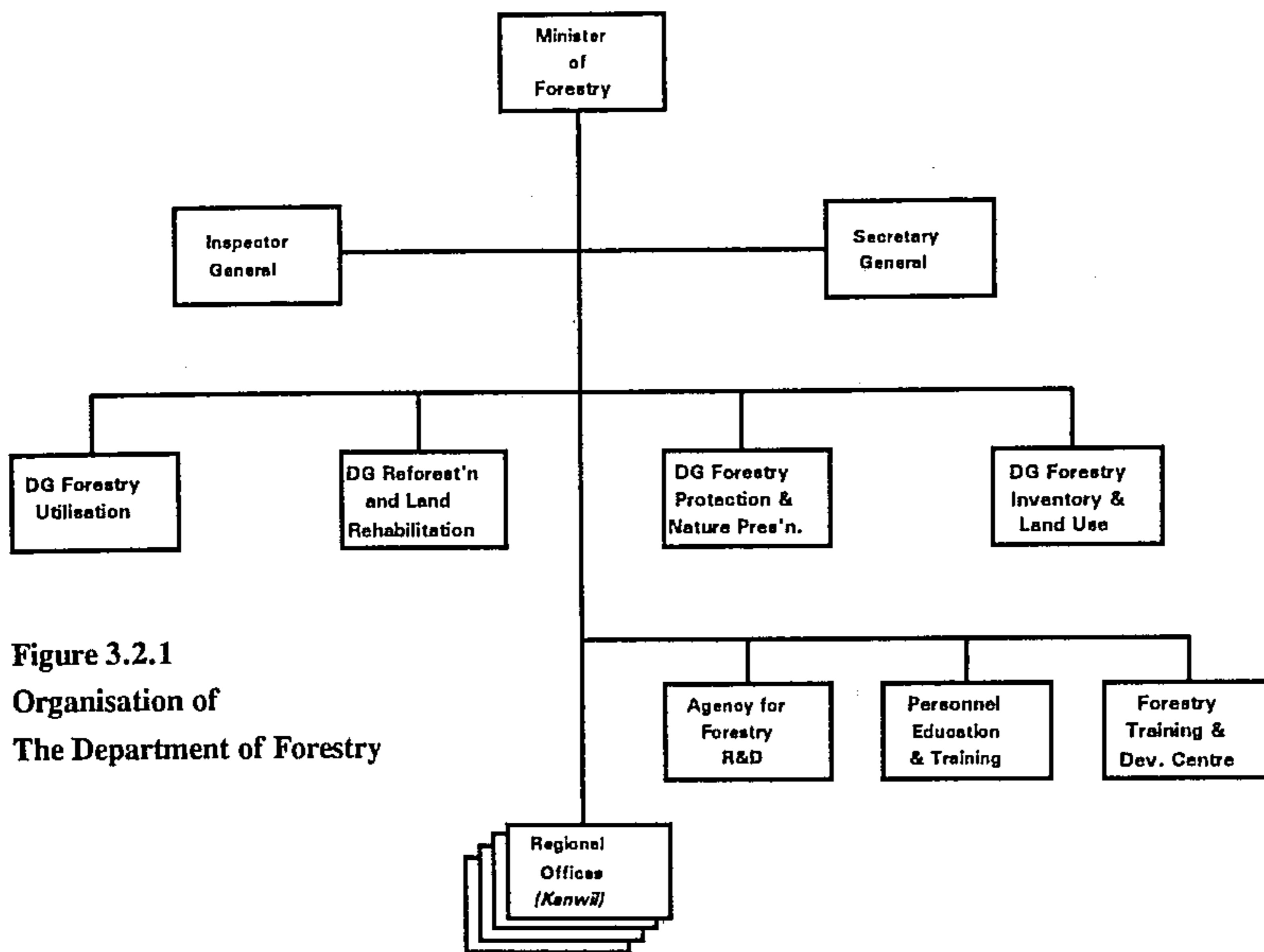


Figure 3.2.1
Organisation of
The Department of Forestry

3.2.3 The Secretariat-General of Forestry

The functions of Secretariats-General are covered in Section 2.1.

For the Department of Forestry, the Secretariat-General consists of the following bureaux:-

<i>Perencanaan</i>	Planning
<i>Kepegawaian</i>	Personnel
<i>Hukum dan Organisasi</i>	Law and Organisation
<i>Umum</i>	Administration
<i>Keuangan</i>	Finance
<i>Hubungan Luar Negeri and Hubungan Masyarakat</i>	Foreign Cooperation and Public Relations

The Secretariat-General of Forestry is located in Jakarta.

The Bureaux of Planning, Finance and Foreign Cooperation and Public Relations have a direct involvement in foreign assisted projects, particularly in relation to budgeting.

3.2.4 The Inspectorate-General of Forestry

The functions of Inspectorates-General are covered in Section 1.2.

For the Department of Forestry, the Inspectorate-General consists of the following units:-

<i>Sekretariat</i>	Secretariat
<i>Inspektur Kepegawaian</i>	Inspector of Personnel
<i>Inspektur Keuangan and Perlengkapan</i>	Inspector of Finance and Supplies
<i>Inspektur Umum</i>	Inspector, General Duties
<i>Inspektur Pembangunan</i>	Inspector of Development

All Inspectorates are located in Jakarta.

3.2.5 The Directorates-General in Forestry

3.2.5.1. The Directorate-General of Forestry Utilisation

The D.G of Forest Utilisation (*DJ Pengusahaan Hutan*) consists of a Secretariat and four Directorates:-

<i>Rencana Pengusahaan Hutan</i>	Forest Utilisation Planning
<i>Bina Pemungutan Hasil Hutan</i>	Forest Product Harvesting
<i>Pemanfaatan Hasil Hutan</i>	Forest Product Usage
<i>Tertib Peredaran Hasil Hutan</i>	Forest Product Levy Control

The D.G of Forestry Utilisation is located in Central Jakarta.

3.2.5.2 The Directorate-General of Reforestation and Land Rehabilitation

The D.G of Reforestation and Land Rehabilitation (*DJ Reboisasi and Rehabilitasi Lahan*) consists of a Secretariat and four Directorates:-

<i>Hutan Tanaman Industri</i>	Industrial Forest Plantations
<i>Konservasi Tanah</i>	Land Conservation
<i>Reboisasi and Penghijauan</i>	Reforestation and Regreening
<i>Penyuluhan Reboisasi & Rehabilitasi Lahan</i>	Reforestation and Land Rehabilitation Extension

The D.G of Reforestation and Land Rehabilitation is located in the Gedung Manggala Wanabakti in Central Jakarta.

3.2.5.3 The Directorate-General of Forest Protection and Nature Preservation

The D.G of Forest Protection and Nature Preservation (*DJ Perlindungan Hutan and Pelestarian Alam*) consists of a Secretariat and four Directorates:-

<i>Perlindungan Hutan</i>	Forest Protection
<i>Pelestarian Alam</i>	Nature Preservation
<i>Taman Nasional and Hutan Wisata</i>	National Parks and Forestry Tourism
<i>Penyuluhan Konservasi Sumber Daya Alam</i>	Natural Resources Conservation Extension

The D.G is mainly located in Bogor, West Java. The Directorate of Forestry Protection is located in Central Jakarta.

3.2.5.4 The Directorate-General of Forestry Inventory and Land Use

The D - G of Forestry Inventory and Land Use (*DJ Inventorisasi dan Tata Guna Hutan*) consists of a Secretariat and three Directorates:-

<i>Inventorisasi Hutan</i>	Forest Inventory
<i>Tata Guna Hutan</i>	Forest Land Use
<i>Pengukuhan and Perpetaan Hutan</i>	Forest Gazettal and Mapping

The D - G of Reforestation and Land Rehabilitation is located in Central Jakarta.

It should be noted that prior to 1990, a total of 69,000 hectares of forest area had been surveyed on a preliminary basis, whilst many millions of hectares of land had been covered by either aerial photo or satellite image interpretation.

3.2.6. The Central Support Units in Forestry

There are three central support units in the Department of Forestry:-

3.2.6.1 Forestry Research and Development Agency

The Forestry Research and Development Agency (*Badan Penelitian dan Pengembangan Kehutanan*) consists of the following units:-

Pusat Penelitian dan Pengembangan Hutan

Forestry Research and
Development Centre

*Pusat Penelitian dan Pengembangan
Hasil Hutan*

Forest Products Research
and Development Centre

Forestry research out-stations are located as follows:-

Pematang Siantar, North Sumatra ;
Samarinda, East Kalimantan ; and
Ujung Pandang, South Sulawesi.

Stations with the status of forestry project are located at Manokwari, Irian Jaya and in
Nusa Tenggara Timur.

3.2.6.2 Centre for Personnel Education and Training

The Centre for Forestry Personnel Education and Training (*Diklat Pegawai Kehutanan*)
consists of the following units:-

Bagian Tata Usaha
Bidang Bina Program
Bidang Penyelenggaraan
Kelompok Widyaiswara

Administration
Planning
Training Coordination
Expert Trainer Group

This centre trains Department of Forestry Personnel.

3.2.6.3 Centre for Forestry Training and Development

The Centre for Forestry Training and Development (*Pusat Pembinaan Pendidikan and
Latihan Kehutanan*) consists of the following units:-

Bagian Tata Usaha
Bidang Bina Program
Bidang Penyelenggaraan

Administration
Planning
Training Coordination

This centre provides technical education and training to the forestry industry.

3.2.7 Provincial arrangements for Forestry

3.2.7.1 Kanwil and Dinas structures

The Department of Forestry operates a system of regional vertical offices or *kantor*

wilayah in all 27 provinces of Indonesia. There are three types of *kanwil* Forestry office allowed under legislation:-

Type A consists of the following units:-

<i>Bagian Tata Usaha</i>	Administration Division
<i>Bidang Bina Program</i>	Planning Division
<i>Bidang Pengusahaan Hutan</i>	Forest Utilisation Division
<i>Bidang Reboisasi dan Rehabilitasi Lahan</i>	Reforestation and Land Rehabilitation Division
<i>Bidang Konservasi Sumber Daya Alam</i>	Natural Resources Conservation Division
<i>Bidang Pengukuhan dan Tata Guna Hutan</i>	Forest Gazettal and Mapping Division

Type B consists of five divisions, as above but forest mapping and natural resources conservation are grouped into one division.

Type C consists of four divisions, as follows:-

<i>Bagian Tata Usaha</i>	Administration Division
<i>Bidang Bina Program</i>	Planning Division
<i>Bidang Pemanfaatan Hutan dan Reboisasi</i>	Forest Product Utilisation and Reforestation
<i>Bidang Pengukuhan Hutan dan Konservasi Alam</i>	Forest Mapping and Natural Resource Conservation

There are fifteen Type A Forestry *Kanwil* :- Aceh, Sumut, Riau, Sumsel, Lampung, Kalbar, Kalsel, Kalteng, Kaltim, Jabar, Jateng, Jatim, Sulsel, Maluku, Irian Jaya.

There are nine Type B Forestry *Kanwil*:- Sumbar, Jambi, Bengkulu, Bali, NTB, NTT, Sulut, Sulteng, Sultra.

Jakarta, DIY and Timtim have Type C offices.

Dinas forestry offices consist of the following units:-

<i>Bagian Tata Usaha</i>	Administration
<i>Sub Dinas Bina Program</i>	Planning
<i>Sub Dinas Produksi</i>	Production
<i>Sub Dinas Usaha Tani</i>	Farmer Effort (See note 1)
<i>Sub Dinas Bina Hutan</i>	Forestry Guidance (See note 2)
<i>Sub Dinas Keamanan dan Penyuluhan</i>	Security and Extension (See note 3)

Note:

1. *Sub Dinas Usaha Tani* is involved with forestry product inspection, market information, levy collection and approval of forest products.
2. *Sub Dinas Bina Hutan* is involved in seed and seedling production, regreening and reforestation and forestry protection.
3. *Sub Dinas Keamanan Penyuluhan* is involved in regional forestry legislation and the development of extension infrastructure.

Regulations also provide for a *cabang dinas* at Level 2.

3.2.7.2 Responsibilities of *Kanwil* and *Dinas*

The *Kepala Kantor Wilayah* are directly responsible to the Minister of Forestry. For day-to-day matters they report to the Secretary-General. The *Kepala Kantor Wilayah* are also responsible for assisting the Governors in the coordination of forestry activities in the province and ensuring that they follow national policy. The *Kantor Wilayah* provides coordination, technical guidance, programming and planning services, monitoring and evaluation for the forestry activities of the provinces.

The *Kepala Kantor Wilayah* is also responsible for managing other vertical forestry institutions in the province. These are collectively known as Technical Implementation Units (*Unit Pelaksana Teknis*) and are covered in section 3.2.7.3. The *Kepala Kantor Wilayah* is also responsible for supervising state forestry company activities in the region.

The *Kepala Dinas* is responsible directly to the Governor and heads the provincial administration in forestry. This includes the monitoring of forestry activity, the inspection of forestry products and the collection of forestry levies due to the provincial government. Revenue is also obtained through the PBB system (*Pajak Bangunan and Bumi*, Buildings and Land Taxes) which includes a tax on forestry land. This forms a part of the province's revenue assigned by national government.

3.2.7.3 Extension arrangements

There are four technical implementation units or extension agencies involved in forestry. At the provincial level they are supervised by the *kepala kanwil*. They are:-

Natural Resources Conservation Unit

This is known as the *Balai Konservasi Sumber Daya Alam* (BKSDA) and is organised on a regional basis:-

BKSDA1	Medan for Aceh, North Sumatra, West Sumatra and Riau
BKSDA2	Bandar Lampung for South Sumatra, Lampung, Jambi, Bengkulu

BKSDA3	Bogor for West Java, West Kalimantan and Jakarta
BKSDA4	Surabaya for Central Java, Yogyakarta, East Java
BKSDA5	Banjarbaru for South, Central and East Kalimantan
BKSDA6	Palu for South, Central, South-West and North Sulawesi
BKSDA7	Kupang for Bali, NTB, NTT and East Timor
BKSDA8	Ambon for Maluku and Irian Jaya

All provinces, with the exception of Yogyakarta, have *Sub Balai Konservasi Sumber Daya Alam*. Yogyakarta is served from the *sub balai* in Semarang, Central Java. All provincial cities have a *sub balai* office, excepting Yogyakarta. West Java, East Java and Irian Jaya also have *sub-balai* offices in Ciamis, Jember and Sorong respectively. The *BKSDA* reports directly to the *kepala kanwil* of the province in which it is located. The head of the *sub-balai* reports both to the head of the *balai*, and to the *kepala kanwil* for Forestry in the province in which the *sub-balai* is located. *BKSDA* are technically guided by the D.G of Forest Protection and Nature Conservation.

The *BKSDA* has the following functions:-

- To prepare operational plans for wildlife sanctuaries, forestry and tourism parks and to further the preservation of flora and fauna;
- To manage sanctuaries and parks;
- To protect flora and fauna together with their ecosystems; and
- To further the conservation, education and research use of protected areas

The unit is structured as follows:-

<i>Sub Bagian Tata Usaha</i>	Administration
<i>Seksi Pemangku</i>	Protected area planning section
<i>Seksi Pemanfaatan</i>	Protected area use/management section
<i>Seksi Perlindungan</i>	Species protection section
<i>Laboratorium Konservasi</i>	Laboratory and species data collection

Sub-balai have similar structures.

Land Rehabilitation and Soil Conservation Unit

This is known as the *Balai Rehabilitasi Lahan dan Konservasi Tanah*, BRLKT. There are eleven *balai* located in various areas of Indonesia, They are a form of technical implementation unit (*unit pelaksana teknis*) with the function to encourage land rehabilitation and soil conservation measures, including reforestation and greening. Each *balai* is headed by a *kepala* who is responsible directly to the *Kepala Kanwil* of Forestry in the province in which they are located. The BRLKT are guided technically by the D.G of Reforestation and Land Rehabilitation.

Location of <i>Balai</i>	<i>Sub Balai</i> based on major river systems	Provinces in which river system flows
North Sumatra Medan	Asahan Aceh Wampu	N. Sumatra Aceh N. Sumatra
West Sumatra Padang	Agam Rokan Batang Kampar Batanghari	W. Sumatra/Riau Riau/W. Sumatra W. Sumatra/Jambi/ Riau S. Sumatra/ Bengkulu/Jambi S. Sumatra
South Sumatra Palembang	Musi Ketaun Way Seputih Way Kunan	Lampung Lampung
West Java Bandung	Citandui Ciliwung Citarum Cimanuk	W. Java, C. Java W. Java, DKI W. Java W. Java
Central Java Semarang	Bengawan Solo Serayu Opak/Progo Pemali/Comal Cemara	C. Java, E. Java C. Java DIY, C. Java C. Java
East Java Surabaya	Brantas Sampean Baliga	E. Java E. Java E. Java (Madura)
Bali Denpasar	Rivers in Bali; NTB, NTT and Tim Tim	Bali, NTB and NTT
South Kalimantan Banjarmasin	Barito Mahakam Kapuas Riamkanan	S., C. and E. Kalimantan E. and C. Kalimantan W. Kalimantan S. Kalimantan
South Sulawesi Ujung Pandang	Sadang Walanae Konaweha Jene Barang	S. Sulawesi S. Sulawesi S.E. Sulawesi S. Sulawesi
North Sulawesi Manado	Tondano Palu Gorontalo	N. Sulawesi C. and S. Sulawesi
Maluku Ambon	Rivers in Maluku Rivers in Irian Jaya Sentani Baliem Memberamo	Maluku Irian Jaya Irian Jaya Irian Jaya Irian Jaya

Table 3.2.1. Organisation of *balai* and *sub-balai* on major river system

There are 29 *sub-balai* in total, organised around major river systems, as shown in Table 3.2.1. The *kepala*, or head of the *Sub Balai Rehabilitasi Lahan and Konservasi Tana*, SBRLKT, is responsible to the *kepala* of the regional *balai* and is guided and supported administratively by the *kepala kanwil* of forestry in the province in which

they are located. This pattern of administration is thus based on river systems rather than provinces, as a number of major river systems cross provincial boundaries. This is an unusual form of administrative division in Indonesia. The Departments of Public Works (Water Resource Management), Agriculture, Finance, Home Affairs, *Bappenas* and Population and Environment are also cooperating in developing the approach to river system management. It should be noted that the D.G of Water Resources in Public Works is also developing water management along catchment lines (*wilayah sungai*). In this case the country is divided in 19 *wilayah*, ie. different boundaries are used to those used by Forestry. It is possible that this form of administrative division may become more important in the future.

BRLKT have the following organisational structure:-

<i>Urusan Umum</i>	Administration Unit
<i>Urusan Keuangan</i>	Finance Unit
<i>Seksi Program dan Laporan</i>	Programming and Reporting Section
<i>Seksi Bimbingan Teknis</i>	Technical Guidance Section
<i>Kelompok Tenaga Fungsional Rehabilitasi Lahan & Konservasi Tanah</i>	Functional Group of Land and Rehabilitation Soil Conservation Specialists

The functional group can be drawn from various parts of the forestry organisation in the particular area.

SBRLKT have the following organisational structure:-

<i>Urusan Tata Usaha</i>	Administration Unit
<i>Sub-Seksi Rancangan Teknis</i>	Technical Planning Sub-Section
<i>Sub-Seksi Monitor dan Evaluasi</i>	Monitoring and Evaluation Sub-Section
<i>Kelompok Tenaga Fungsional Teknis Bimbingan Lapangan</i>	Functional Group of Field Leaders/Technicians

The functional group can be drawn from the various parts of the forestry organisation in the particular area.

Forest Inventory and Mapping Unit

This is known as the *Balai Inventorisasi and Perpetaan Hutan* or BIPH. The BIPH is a technical implementation unit responsible for undertaking forest inventory and mapping work. It comes under the technical guidance of the D.G of Forest Inventory and Land Use, and under the day-to-day responsibility of the *kepala kanwil kehutanan* in the province in which it is located. It undertakes surveys of forestry resources for inventory use and map production. Under the BIPH are a number of *Sub Balai Inventarisasi and Perpetaan Hutan*. These come under the technical guidance of the head of the regional

BIPH, and the day-to-day administrative responsibility of the *kepala kanwil kehutanan* in the province in which it is located.

Forest Product Information and Certification Unit

This is known as the *Balai Informasi and Sertifikasi Hasil Hutan* or BISHH. The BISHH is a technical implementation unit responsible for undertaking forestry product information gathering and certification duties. The structure of BISHH is:-

<i>Sub Bagian Tata Usaha</i>	Administration Unit
<i>Seksi Informasi</i>	Information Gathering Section
<i>Seksi Sertifikasi</i>	Product Certification Section
<i>Kelompok Tenaga Pengawas/Penuji</i>	Examiners Group

3.2.8 Relevant legislation

Whilst there are many regulations regarding the organisation, implementation and control of forestry activity, the following are particularly important:-

Regulation Title	Regulation Number
Organisation and Management of the Department of Forests	116/KPTS-II/1989
Organisation and Management of <i>Kanwil</i> Forestry	34/KPTS-II/1983
Organisation and Management of <i>Dinas</i> Forestry	<i>Inmendagri</i> 4/80
Organisation and Management of Conservation Units	144/KPTS-II/1991
Changes to Organisation of Land Rehabilitation/Soil Conservation Units	145/KPTS-II/1991
Changes to Organisation of Forest Inventory and Mapping Units	146/KPTS-II/1991
Changes to Organisation of Forest Product Certification Units	147/KPTS-II/1991
Coordination Between Forestry Offices in the Regions	379/KPTS-II/1985
Transfer of District Forests Activities to Provinces (East Indonesia)	PP/6/1968
Regulations Concerning State Forestry Activities	PP/35/1963
Forestry Management and Harvesting Rights	PP/21/1970
Rights in Exploitation of Industrial Forestry Crops	PP 7/1990
Temporary Banning of Applications for New Forest Exploitation	337/KPTS-II/89
Measurement and Inspection of Forest Products	650/KPTS/1990
Application for Extension of Forest Exploitation	649/KPTS/1990
Some Protected Forest Species	261/KPTS/IV/1990
Imposition of Exploitation Levies and Taxes in Protected Areas	441/KPTS-II/1990
Obligation of Forest Exploiters to Produce Comprehensive Plans	274/KPTS-II/1989

Table 3.2 Regulations in the Forestry Sector