

Model of Effective Community Empowerment Policy of Forestry Partnership to Forest Community in Mesuji-Lampung

Bambang Soepijanto¹, Soesilo Zauhar², Bambang Santoso Haryono², Saleh Soeaidy²

¹Doctoral Student, Administrative Sciences Faculty, Brawijaya University, Indonesia

¹General Director of Forestry Planning, Indonesian Ministry of Forestry

²Administrative Sciences Faculty, Brawijaya University, Indonesia

Abstract: Nowadays, forest conditions in Indonesia show a trend of increase in forest areas release. It provides negative impacts, especially for the people who have been living around the forest areas. Various phenomena of community resistance to the government and forest companies become indicators that community empowerment policy implementation around the forest areas is not effective. This research intends to get a model of effective community empowerment policy to solve problems of forest use so that it is right on target for the community, government, and company (SIL). This research uses a qualitative research design. The results show that the empowerment model that has been implemented currently has positive impacts on the community and company, especially intercropping and *komplangan* of cassava programs, as well as rubber tapping. The impacts can be seen from the increased people incomes, improved social and economic infrastructure of the local community, as well as increased awareness of the importance of forest resources. This research has also shown strong evidences of positive impacts, in form of private property ownership of local community, and cassava farming skills. However, the existing model also provides negative impacts, i.e. forest encroachment, agrarian conflicts and even social conflicts in Mesuji. These result in the termination of the empowerment programs normatively, and detrimental to stakeholders, including the community, company and government (local). The new model resulted from policy reconstruction can guarantee the continuity of implementation of community empowerment programs through forestry partnership.

Keywords: Community Empowerment, Forestry Partnership, Mesuji

I. Introduction

Forest resources development is now facing problems difficult to describe in simple way. It has been widely known that there has been a competition between human reproduction necessity and the necessity to fulfill human needs for land as a factor of production. Along with the increased human population and more intense economic activities, the existence of forests is also increasingly threatened. In 2006, Indonesia's population was about 219.9 million people, about 48.8 million people or 22 percent were living in and around forest areas. Of 48.8 million people living in and around forests, about 10.2 million people or 20 percent of them were classified as poor (Ministry of Forestry, 2006). According to results of population census in 2010, the population of Indonesia was equal to 237 million, and in 2012 approximately 13.2 percent of Indonesia's population was classified as poor.

Article 33 section (3) of the 1945 Constitution and the Act No. 41 Year 1999 on forestry instructs the management of forest resources are used for the greatest prosperity of the people. This mandate requires the Government to issue policy related to community empowerment. However, since the era of *new order*, Indonesia development paradigm has oriented to economic development, so that the forest resources management policy is intended to be able to produce high foreign exchange for the state. The implications is that the forestry development policy will utilize forest resources through providing concessions to large-scale companies in form of forest concession (*HPH*) permits and negate the community in and around forests. Until 2012, changes in production forest areas which could be converted to agriculture or plantation lands reached 605 units with the area of 5,775,400.23 ha. The highest number was in Riau Province as many as 130 units with the total area of 1,529,740.70 ha. In total, during 2012 there were 28 units of land use releases with the total area of 520,121.92 ha in all provinces in Indonesia. (Ministry of Forestry, 2012)

The trend of land use release activities which keep showing an increase can provide negative impacts, especially for the people who have been living around the forest areas. The release of forest areas can undermine the social order and disrupt the society stability that have been established. In addition, public access to areas that have been released is limited because they have become Cultivation Rights Title (*HGU*) of private companies. In fact, for the people around forest areas, their economic resources depend on forest land and forest products. Therefore, there is resistance from the community in form of claims over forest and tenurial conflicts. The tenurial conflicts between large-scale employers (businessmen) and the community have appeared due to

policies that do not favor the community, especially in term of forest area utilization. Various policies issued by the Ministry of Forestry to utilize the forests have not been able to provide positive impacts on people's welfare. Those policies tend to favor large-scale employers and negate the society.

According to the forestry policies, for production forest area of 43,100 ha in Mesuji Regency of Lampung, the government has granted permission for the use of Industrial Plantation Forest to SIL. As the permit holder, SIL had been carrying out its obligations in the empowerment of community around the forest area through the provision of public access to do the cultivation of intercropping/ *komplangan* of cassava, pineapple intercropping and rubber tapping. In its journey, there was a correction from the legislative body (Parliament) and the Ministry of Forestry that the policy of community empowerment by providing access permissions for intercropping plant or *komplangan* of cassava was no longer allowed in the work area of SIL, therefore, in the Annual Work Plan (*RKT*) year 2009, it was no longer published cassava intercropping or *komplangan* component. Inconsistency of policy implementation resulted in a decline in community income around the forest area that could disrupt the lives of farmers and their families. On the other hand, the position of farmers was very weak because the pattern of community empowerment conducted so far was not supported by partnership agreement between the community around the forest area and utilization permit holders.

Looking at the various phenomena of community resistance to the government and the forest company, it indicates that the implementation of community empowerment policy around the forest area is not effective. Similarly, "Mesuji Tragedy", this phenomenon constituted the people's resistance around the forest area against the government and forest company, nonetheless, behind it there were factors that contributed to the emergence. Indeed, the phenomenon was a result of the implementation of community empowerment policy around forest areas that were not effective. The event has become a strategic issue in the community and gained national prominence to become "hot ball" that potentially revolved all over Indonesia for conditions with similar phenomena. This phenomenon is the driving force for the researcher to conduct in-depth study on community empowerment policy around the forest area carried out in Mesuji Regency of Lampung Province. It is expected that at the end of the study, it can recommend an alternative model of community empowerment policy around forest areas that is more effective, and can minimize the potential for social conflict.

Based on the description in the background, the researchers intend to test how the model of effective community empowerment policy for well targeted forest use problem solving for the community, government, and the company (SIL).

II. Theoretical Review

A. Theory of Policy Implementation

International forestry paradigm has shifted towards the utilization of forests for people. The spirit of *forest for people* underlying to World Forestry Congress-VIII in 1978 has initiated the term of *social forestry* also foreshadowed perspective of forest management in Indonesia. Although the response was very late, in 1991 the government attention began to turn to society welfare. It could be seen by the necessity of Forest Concession (*HPH*) of *Bina Desa* through Forestry Ministerial Decree No. 691/Kpts-II/1991, which was followed by Forest Village Community Development (*PMDH*) policy, Joint Forest Management (*CBFM*) and Community Forestry policy in 1995. Nevertheless, these policies were less 'sexy' to get a priority in forest management, because it did not produce high foreign exchange as the policy of granting concessions to Forest Concession (*HPH*), including policies to take advantage of non-timber forest products.

In Act No. 41 Year 1999 on Forestry, the position of community in the management of forest began to be noticed. The position of indigenous peoples were also beginning to be recognized in this law. This showed good intentions of government to begin considering the components of communities in forest management. However, the spirit and characteristics of forest management in the *new order* era was still very apparent and there were no changes. Centralized licensing in the hands of minister, there were no clauses that recognized the existence of customary rights of indigenous peoples were a few examples showing that in general since the *reformation* era of Indonesia there had been no significant changes in the substance of forest and natural resource management policies.

Some of the policies at that time that enabled community involvement, such as Community Forests, Forest Village Community Development, Social Forestry, had not become changes mainstream in policy makers. The sure thing was that the policy was more to be a populist policy of the minister. When there was a change of minister and the organizational change of Department, those policies also came and went. The case of Community Forestry Policy (*HKM*), which since 1995 had undergone 7 times changes (from the Forestry Ministerial Decree No. 622/Kpts-II/1995, Forestry Ministerial Decree No. 677/Kpts-II/1998, Forestry Ministerial Regulation No. 31/ Kpts-II/2001, Forestry Ministerial Regulation No. P.37/Menhut-II/2007 jo. P.18/Menhut-II/2009 jo. P.13/Menhut-II/2010 jo. P. 52/Menhut-II/2011), were examples that the policies in the name of people were still at the level of populist in order to look for politics mass support. However, there had not been significant differences, substantially.

In the forestry sector, government policy on community empowerment (in and around the forest) is not a new thing, even being one of the policy priorities of the Ministry of Forestry. Government Regulation No. 6 Year 2007 on Forest System and Preparation of Forest Planning as well as Forest Utilization, ensure steps to manage conflict through community empowerment activities. Article 84 of Government Regulation No. 6 Year 2007 states that community empowerment is implemented through community forest, village forest, and partnerships.

Community empowerment policy through the village forest is regulated in Forestry Ministerial Regulation No. P.49/Menhut-II/2008 on Village Forest, stating that the Village Forest is a state forest managed by villages and utilized for the welfare of village and not burdened by right permission with a period of 35 years. Implementation of village forest is intended to provide access to local communities through village institutions in utilizing forest resources sustainably and to improve the welfare of local communities in a sustainable manner. The government was targeting the village forest area of 500 thousand ha until 2014 throughout Indonesia.

Community forest policy is regulated in Forestry Ministerial Regulation No. P.37/Menhut-II/2007 on Community Forest. The regulation states that community forest is a state forest of which the utilization is primarily intended to empower local community, with a period of 35 years. Implementation of community forest is intended for the purpose of capacity development and provision of access to local communities to manage forests in a sustainable manner in order to ensure the availability of jobs for local people to solve economic and social problems in the society. Until 2014, community forest is targeted to reach 2.0 million ha area in Indonesia.

Meanwhile, the policy of empowering communities through partnership is carried out based on an agreement between forest utilization license holder or holders of management rights and local communities. Local community empowerment policy through partnerships does not change the authority of the utilization permit holders or management rights holders to local communities. Obligations of large-scale employers in empowering people in form of partnerships include: (1) conducting cooperation with community cooperatives, (2) the provision of areas of at least 5 percent of the total areas as life plant space for local communities, and (3) assisting the development of Community Plantation Forest (*HTR*), Community Forestry Policy (*HKM*) and *Village Forest (HD)* around their work area. From the aspect of policy, partnership is organized under Government Regulation No. 6 Year 2007 and its implementation regulation is issued in 2013 by Forestry Ministerial Regulation No. P.39/Menhut-II/2013 on local community empowerment through forestry partnerships. By the published implementation regulations on forestry partnerships, so far the references for forest utilization permit holders in community empowerment around work area using partnership pattern is still a macro, so that the implementation depends the company's business scenario set in Annual Work Plan (*RKT*).

B. Previous Research

The following are some of the results of previous research relevant to the theme of this research, concerning community empowerment policy around the forest area obtained from a variety of scientific journals in the last four years.

1. Ramdahal and Chapagain (2007) conducted a study on the impact of forestry policies on the lives of forestry community in Nepal and published it with the title of *Community Forestry in Nepal: Decentralized Forest Governance*. The research findings mentioned that existing policies and forest laws in Nepal had provided legal bases for decentralization of forest management roles and responsibilities from the state to the local community. However, the government policies which were frequently amended made the forest user groups skeptical dealing with their rights. Over the last two decades, the process of institutionalization of decentralized forestry in Nepal was affected by unstable politics and techno-bureaucratic structure of the Forestry Department. The main challenge in the policy implementation in community forestry in Nepal was rooted in inconsistent policies, unstable political governance, and weak institutional structures.

2. Wilson (2009), published the results of his research in The TFD Publication, entitled *Company-Led Approaches to Conflict Resolution in the Forest Company*. This study explained that conflict sources among stakeholders (companies, community, civil society organizations) around the forest were related to several things: the recognition and negotiation and recognition of land rights, forest resources, conservation and environmental priorities, different norms and profit sharing. In addition, this study also described two alternative models and mechanisms that were carried out to resolve conflicts, namely: (1) *right based approach*; it focused on helping people identifying and defending their rights upon land and resources, and (2) *stakeholder management system*; by the involvement of all stakeholders in the management of conflict.

3. Nikkhah and Redzuan (2010) published the results of his research in the *Journal of Human Ecology* (2010), entitled *The Role of NGOs in Promoting Community Empowerment for Sustainable Development*. The results showed the importance of roles of NGOs in creating sustainable community development through microfinance, capacity building, and self confidence. Through microfinance, NGOs assisted community members to access

work, gained income, and improved the economic situation, and then the community would be empowered economically. In other words, NGOs developed capacities such community skills, abilities, knowledge and motivation to participate in the project to improve their quality of life. NGOs acted as capabilities builders helping community to achieve empowerment, especially individual empowerment. NGOs also helped people finding potential and encourage people to believe in themselves. The final results of the development of society were the community independence from external agency in formulating agenda and managed their own interests.

4. Sunam, *et al.* (2010), conducted a study on *Can bureaucratic control improve community forestry governance? An analysis of proposed Forest Act Amendment*. The study aimed to evaluate the process, content and effects of changes in the forestry law draft of Nepal 2010 and their implications on the empowerment of forest communities. Conclusions of the study showed that the changes material of Forestry Act of Nepal was designed to provide more opportunities for empowerment of forest communities in the future.

5. Lachapelle, Smith and McCool (2004), published the results of their research entitled: "Access to Power or Genuine Empowerment? An Analysis of Three Community Forest Groups in Nepal". The researchers used a framework of Agrawal and Ribot (1999) describing power as an ability to influence individuals process in making the rules, making decisions, implementing and complying with the rules, as well as adjudicating disputes.

III. Research Method

This study took place in Mesuji Regency of Lampung province because in Mesuji Regency there is local community empowerment program through forestry partnerships undertaken by permit holder company, SIL, and in its implementation has led to positive and negative impacts. This is not merely because of area claims or agrarian conflict, but there are issues becoming triggers, one of which is the implementation of local communities policies around the forest area which is not effective. In addition, although this similar problem can also occur in other areas, Mesuji Regency has a typical characteristic, i.e. the whole forest areas have been granted its utilization permission to private sector so that the implementation of community empowerment policy around the forest area is very limited. This can potentially cause area claims protractedly and become a national issue.

This study uses a qualitative research design. McMillan and Schumacher (2006:233) state that qualitative research is a research which sees reality as a social, individual or group construction, withdraw or give meaning to a reality by constructing it (reality is multilayer, interactive and social experience shared interpretation by individuals).

IV. Research Results

4.1 Implementation Process of Community Empowerment Policy through Forestry Partnership

Policies regarding forest management are set in Chapter V of Act No. 41 Year 1999 on Forestry. In Article 21, it is stated that that forest management activities include: (a) forest system and forest planning; (b) forest utilization and forest area uses; (c) rehabilitation and reclamation of forest; and (d) forest protection and natural conservation.

Policies related to forest management conducted by SIL is in the context of Article 21 (point b), regarding forest utilization and forest area uses. In Article 23 of Act No. 41 Year 1999, it is stated that the utilization of forest aims to obtain optimum benefit to welfare of the whole community in a just manner while keeping maintaining its sustainability. Furthermore, in Article 24, it is stated that the utilization of forest area can be carried out in all forest areas, except in nature reserves forest as well as wilderness zone and core zone in national parks. More specifically, the utilization of forest products conducted by SIL is the utilization of production forest, as set in Article 28 of Act 41 Year 1999, stating that the utilization of production forests can be in form of area utilization, environmental services utilization, utilization of timber forest product, and harvesting timber and non-timber forest products.

To reinforce the government's commitment to carry out community empowerment around the forest area, then in Government Regulation No. 6 Year 2007, in the Eleventh Part, it is specifically regulated the Empowerment of Local Communities. In Article 83 and Article 84 in that part, it is regulated three things with regard to the empowerment of local community, namely : (1) community empowerment is conducted through capacity development and provision of access in order to improve the welfare, (2) community empowerment is the obligation of government, province and regency/ municipal by which the implementation is the responsibility of the Head of Forest Management Unit (FMU), and (3) empowerment can be conducted through: village forest, community forest, and partnerships.

Although the Ministerial Regulation specifically which regulates the empowerment of local communities through partnership will be issued in 2013, substantially, the contents of this policy have been long implemented through forestry partnership mechanisms, between a company and the community living in the

forest and surrounding areas. Its implementation is carried out on the basis of a partnership agreement arranged together, which in the Ministerial Regulation No. P.39/Menhut-II/2013 is also termed as Forestry Partnership Agreement i.e. a script containing a mutual agreement among Permit Holders of Forest Utilization or Forest Management, Permit Holders of Primary Industrial Business of Forest Products, and/ or Forest Management Units and local communities in the implementation of Forestry Partnerships. Even some of them are carried out without any written agreements, just based on a trust between the company and trained partner candidates.

Implementation of empowerment programs, either in form of programs or the activity plans, can be learned from the Work Plan prepared by the company, because such documents should be prepared by the company and submitted to the Forestry Minister for approval. Through the study of the company's work plan documents, the researchers find out empowerment programs that have been or will be implemented by the company to community in and around forest areas that become work area of the company. In this dissertation research, there are two planning documents studied, namely: Work Plan of Industrial Plantation Forest (*RKPHTI*) constituting a long-term work plan for the period of 1997/1998, and Work Plan of Timber Forest Product Utilization of Industrial Plantation Forest for 10 Years Duration of 2009-2018 period.

The villagers around the area are controlled by the company, working as fishermen, farmers and workers in the project of nucleus estate plantation (*PIR*). The community consists of indigenous people (Mesuji tribe) and migrant communities (Java, Bali, Malay, etc.) with a variety of livelihood. People plant cassava, pineapples, and other crops that the results are marketed in agricultural product processing industries scattered along *Trans Sumatra* street. Increased number of people demanding the fulfillment of needs, and coupled with the potential for profit as a supplier of raw materials of processing industry of agricultural products have resulted in increased demand for land, causing forest encroachment in the area of Timber Forest Product Utilization Business License-Industrial Plantation Forest (*IUPHHK-HTI*) of SIL.

Realizing the encroachment potential that is getting bigger and the possibility of conflicts of interest between the company and local community, the company prepares a more concrete action plan for the empowerment of community around the forest. There are three forms of empowerment of community around the forest area implemented by SIL, namely: (1) cassava cultivation using *komplangan* and intercropping system, (2) cultivation of pineapple crop intercropping, and (3) rubber tapping. This implementation process of empowerment activities through partnership is conducted through agreement and binding the company and groups of community, with the following conditions:

- (a) the company is obliged to provide the means of production in form of seeds, fertilizers and pesticides;
- (b) the groups of community are obliged to carry out all cassava cultivation activities in accordance with the standard operating procedures (SOP) set by the company and approved by the community groups ;
- (c) the company is obliged to buy the entire crops, according the local highest retail price at the time of harvest;
- (d) farmer groups are obliged to sell the entire crops to the company; and
- (e) crops payment is made by the company after reduced by production costs.

The cassava intercropping partnership activities involve about 20 groups of community with each group consists of 20-25 people with approximately 2 ha area managed by each member. This means that the cassava cultivation areas cover 800 ha up to 1000 ha inside Industrial Plantation Forest area possessed by SIL.

Based on the existing data, since 1995/1996 the cassava cultivation using *komplangan* system has achieved a total area of 10,214 ha or 66.17 percent of the planned area of 15435.44 ha. It can absorb 831 workers, divided into 229 groups. There are several factors encouraging the continued cultivation of cassava by local people, i.e.: (1) local communities have no other alternative works, (2) the price of cassava relatively stable and increased (Rp 900 per kilogram) has driven farmers to survive and even encourage other farmers outside the area to participate in cultivating cassava in Industrial Plantation Forest (*HTI*) forest area, and (3) the existence of stalls accommodating the farmers' cassava production, and (4) the existence of processing factory of the production, that is tapioca factory.

4.2 Model of Effective Community Empowerment Policy

Programs of empowerment of local community or community around the forest area is carried out due to legal basis that requires every forest product utilization company, both State/Local Owned Enterprises and Non State/Local Owned Enterprises to carry out community empowerment activities. There are three forms of community empowerment programs, namely: forest village, community forest, and forestry partnership. Provision of community empowerment is set in Article 30 of Act No. 41 Year 1999 on Forestry. Then it is explicitly set in Government Regulation No. 6 Year 2007 on Forest System and Forest Management Planning as well as Forest Utilization. These arrangements are contained in Part Eleven: "Empowerment of Local Community"; particularly in Article 83 and Article 84, as quoted below.

Article 83:

- (1) To obtain the benefits of forest resources optimally and fairly, it is carried out empowerment of local community, through capacity development and access provision in order to improve community's welfare.

(2) Empowerment of local community as referred to in section (1) is the obligation of the government, province, regency/ municipal by which the implementations become the responsibility of the Head of the Forest Management Unit (FMU).

Article 84:

Empowerment of local community as referred to in Article 83 section (1) can be carried out through:

- a. village forest;
- b. forestry community, or
- c. partnership.

Community empowerment programs of village forest and community forest, based on existing provisions cannot be carried out by private companies, as required forest areas criteria are not met. Work areas of village forest are protected forest and production forest which have not been burdened by management rights or utilization permit, and are in administrative area of the village that will manage them. Meanwhile, the area of Register 45 of *Buaya* River which belongs to the work area of SIL has already had the utilization permit.

Similar to the village forest, the work area of community forest is the area of protected forest and production forest work area, provided that it has not burdened by management rights or utilization permit, and becomes a source of livelihood of local community. Thus, the form of appropriate community empowerment programs carried out by SIL is forestry partnerships, because it is in accordance with the requirements of work area specified by the regulations. The community empowerment programs of forestry partnerships can be carried out by all forest managers, permit holders and Forest Management Unit (FMU), consisting of: (a) Forest Managers (state/ local owned enterprises/ Forest Area with Special Purpose (*KHDTK*)), (b) Area utilization permit; (c) License for utilization of environmental services (d) License for utilization of timber forest products in natural forests; (e) License for utilization of timber forest products in plantation forests; (f) License for utilization of non timber forest products in natural forests, and (g) License for utilization of non timber forest products in plantation forests.

Because SIL has a license for utilization of Timber Forest Products-Industrial Plantation Forest, then the company is obliged to carry out community empowerment programs of forestry partnership. As described in the previous description that there are three types of forestry partnership programs that have been implemented by PT.SIL, namely: (a) intercropping and *komplangan* of cassava; (b) pineapple intercropping, and (c) rubber tapping.

Implementation of those forestry partnership programs are carried out synergistically by three actors, namely: (a) the government that carries out regulation, coaching and supervision role; (b) the company that carries out the role of empowerment in form of capacity building of trained partner farmers (teaching of breeding, planting, and harvest), and accommodated the production, (c) local community that carries out role as beneficiaries of the programs.

Empowerment model that has been implemented at this time has positive impacts on target the community and company, especially the programs of intercropping and *komplangan* of cassava as well as rubber tapping. The impacts can be seen from the increased community income, improved social and economic infrastructure of local community, as well as increased awareness of the importance of forest resources. This study has also shown a strong evidence of the positive impacts, in form of private property ownership of local community, and cassava farming skills.

However, the existing model has also negative impacts, i.e. forest encroachment, agrarian conflicts and even social conflicts in Mesuji. There have been massive forest encroachment and deforestation, shown by pictures of researchers' observations, unilateral control over the land of work area of the company by individuals and groups, the existence of illegal settlements in work area of the company, and burning of the assets of the company by the community. These result in termination of the empowerment programs normatively, and detrimental to stakeholders, including the community, company and government (local).

Based on the strengths and weaknesses in the previous model, it is necessary to reconstruct a model of policy implementation, which can guarantee the continuity of the implementation of community empowerment programs through forestry partnership. Referring to the views of Hogwood and Gunn (1986) concerning failure of policies, either not implemented or unsuccessful implementation, then the policies can be adjusted (reconstruction), rejected (deconstruction) or redefined (construction).

Reconstruction of the model must begin with reformulation of local community empowerment policy through forestry partnership, particularly with regard to the provision of land for partnership activities. Therefore, agrarian conflicts that have occurred must be addressed first, that is through rearrangement of the area and work area boundaries of PT.SIL by reducing the area claimed by indigenous peoples covering 7000 hectares, but the status of the 7,000 Ha area is not changed as forest area (except enclave of *Talang Gunung* area of 149.1 ha). Furthermore, the government, in this case is the Ministry of Forestry issues a decision on the revised boundaries of new work area of PT.SIL. For areas that have been removed from the work area of the company, the management is given to community, especially the people of Gunung Talang hamlet through the

programs of Community Forest, Village Forest and Community Plantation Forest, by returning the land that becomes source of conflict to the state or through the takeover by the state. These lands are lands claimed by the Hamlet of *Mount Talang, Tanjung Harapan, Setajim, Pelita Jaya*, and Moro-Moro settlement. Meanwhile, for the encroachers located in other than the intended hamlets, the new license of PT must be issued, but they can be included in the policy implementation of community empowerment through forestry partnerships.

The reconstructed model can be described as shown below.

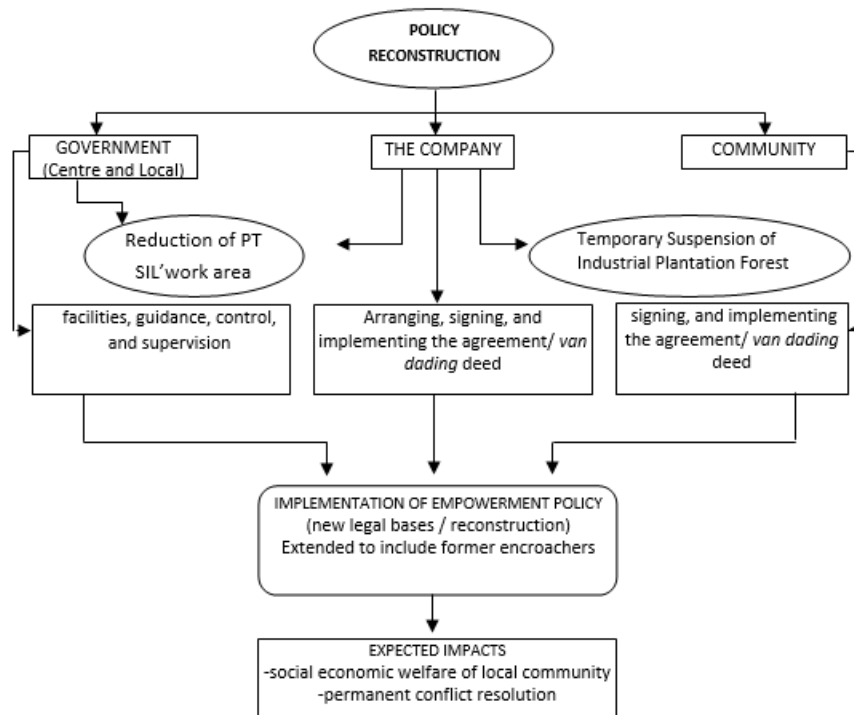


Figure 1. Model of Effective Community Empowerment

One advantage of this model is to provide a comprehensive and permanent solution of the conflicts that occur so far, ensure the legal status of management space that has been encroached into "dispute" land, so that the community feel more calm in doing the farming of land cultivation. In addition, it provides job security to the encroachers, because they are still involved in empowerment activities by the company.

In the implementation of this model, the government can also help the company providing social and economic infrastructure, so that local community no longer motivated to carry out illegal activities in the new forest area resulted from the construction.

The above model shows that during the transition period, the planting activities of forest in the area that will be reduced must be dismissed temporarily. The regular activities such as rubber tapping and other activities which are to be carried out keep continuing as usual. For example, rubber tapping can still be carried out, while waiting for the results of revision new regulations concerning the rearrangement of new boundaries of work area of the company.

If the new policy of result of reconstruction has been issued and enforced, the three actors can perform the following functions: government and local government perform socialization activities, and provide support of social economic infrastructure and facilities for the "encroachers" community that have to come out of the work area of the company. The company performs the function of preparation of new agreement/ *van Dading* deed (deed of peace) to empower community through forestry partnership, and prepare a budget to support the means of production (inputs). While the community becomes the target that performs the agreement/ *van Dading* deed (deed of peace) which has been made with the company. Thus, the implementation of new empowerment policy from the result of previous models reconstruction can be implemented, by including "encroachers" in the program.

Through the implementation of this model of policy, it is expected it can further increase the social and economic welfare, as well as a comprehensive and permanent conflict resolution in the area of Register 45 of *Buaya River*.

V. Conclusions and Suggestions

Based on the results of analysis, it is obtained some conclusions as follows: The model of policy implementation of empowerment of community around the forest area that has been implemented currently has positive impacts for both target community and the company, especially *komplangan* and intercropping of cassava and rubber tapping programs. The impacts can be seen from the increased incomes of community, improved social and economic infrastructure, as well as increased awareness and positive behaviour in the preservation of natural resources. This study has also shown strong evidences of the positive impacts, in form of local private property ownership, and cassava farming skills. However, the existing model has also negative impacts, i.e. the claims and encroachment of the forest area in Mesuji. These have resulted in suspension of the policy implementation of empowerment of community around the forest area normatively, and detrimental to interested parties, including the community, company and Government (Local). The model of recommendation based on the results of policy reconstruction can guarantee the continuity of policy implementation of empowerment of community around the forest area through forestry partnerships.

The researchers propose the following recommendation as a result of the study: The rearrangement of work area boundaries of PT.SIL through reduction in area should be carried out immediately to accommodate the claims of traditional rights of people in Gunung Talang hamlet by revising Forestry Ministerial Decree No. SK.322/Menhut-II/2004 dated August 27, 2004. However, the area reserved to meet the claims of the traditional rights remains the forest area and must be reserved by the government as the area for policy implementation of empowerment of community around the forest area with the pattern of community forest that is managed directly by the community groups and village forests managed directly by the village institutions. The main priority of policy implementation of empowerment of community around the forest area is the people living around the forest area that also functions as an access safety to forest resources. It needs to involve "former encroachers" in the policy implementation of empowerment of community around the forest area through forestry partnership, so they do not lose their jobs, despite having been evicted from the work area of the company, after the encroachers sign the peace agreement/ *van dading* deed with the company witnessed by the Government and local Government.

Reference

- [1]. Bogdan, R. C. and S. K. Biklen. 2003. *Qualitative Research for Education: An Introduction to Theories and Methods*. Pearson Education Group. New York.
- [2]. BPS of Kab. Tulang Bawang, 2012. *Mesuji in Numbers 2012*. Lampung: Central Agency on Statistics (BPS) of Kab. Tulang Bawang (*in Indonesian*).
- [3]. Corbin, J. & A. Strauss. 2008. *Basics of Qualitative Research*. Sage, Los Angeles.
- [4]. Department of Forestry. 2010. *Strategic Plans of Forestry Ministry 2010-2014*. Department of Forestry. Jakarta (*in Indonesian*).
- [5]. Forestry and Plantation Agency of Mesuji Regency, 2012. *Strategic Plans*. Mesuji Regency of Lampung (*in Indonesian*).
- [6]. Friedmann. 1992. *Empowement: The Politics of Alternative Development*. Blackwell Publisher. Cambridge.
- [7]. Goggin, M. L. Ann O'M Bowman, James P. Lester, & Laurence J. O'Toole, Jr. 1990. *Implementation Theory and Practice: Toward a Third Generation*. Scott, Foresman and Company. London.
- [8]. Grindle, Merilee S. 1980. *Public Choices and Policy Change: The Political Economy Of Reform In Developing Countries*. The Johns Hopkins University Press. London.
- [9]. Hodge, B.J., William P. Anthony, & Lawrence M. Gales. 1996. *Organization Theory: A Strategic Approach*. Fifth Edition. Harvester Wheatsheap. London.
- [10]. Lachapelle, Paul R. et al. 2004. *Access to Power or Genuine Empowerment? An Analysis of Three Community Forest Groups in Nepal*.
- [11]. McMillan, James H. & Sally Schumacher. 2006. *Research in Education*. Pearson, New Jersey.
- [12]. Nikkah, Hedayat Allah and Ma'rof Bin Redzuan. 2010. "The Role of NGOs in Promoting Empowerment for Sustainable Community Development." *Journal of Human Ecology*, 30(2): 85-92.
- [13]. PT.SIL, 1999. *Work Plan of Industrial Plantation Forest (RKPHTI)*. Lampung (*in Indonesian*).
- [14]. Ramdahal, Gangga and Apsara Chapagain. 2007. *Community Forestry in Nepal: Decentralized Forest Governance*.
- [15]. Rhonda, Philips and Robert H. Pittman. A Framework for Community and Economic Development in Philips Rhonda and Robert H. Pittman (eds). 2009. *An Introduction to Community Development*. Oxon: Routledge.
- [16]. Sunam, Ramesh K. et al. 2010. *Can bureaucratic control improve community forestry governance? An analysis of proposed Forest Act Amendment*.
- [17]. Wilson, Emma. 2009. *Company-Led Approaches to Conflict Resolution in the Forest Company*. The TFD Publication.