

# Exploring Strategies Applied in Promoting Community Agreements on Conservation in Lore Lindu National Park, Indonesia

Marhawati Mappatoba<sup>1</sup>, Chairil Anwar<sup>2,\*</sup>, Fachruddin Z. Olilingo<sup>3</sup>, Sahlan Ilyas<sup>4</sup>, Saharia Kassa<sup>1</sup>, Hadayani<sup>1</sup>, Mustainah Mappatoba<sup>5</sup>

<sup>1</sup>Department of Agribusiness, Faculty of Agriculture, Tadulako University, Palu, Indonesia

<sup>2</sup>Department of Rural Area Development, Faculty of Economics and Business, Tadulako University, Palu, Indonesia

<sup>3</sup>Department of Economics, Faculty of Economics, Universitas Negeri Gorontalo, Indonesia

<sup>4</sup>Faculty of Law, Tadulako University, Palu, Indonesia

<sup>5</sup>Faculty of Social and Political Sciences, Tadulako University, Palu, Indonesia

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**Abstract** The community agreements on conservation in the villages surrounding the LLNP are promoted by NGOs that differ in their objectives and value orientations. The objective of this article was to explore the strategies applied by different NGOs and the contents of the agreements. Descriptive analysis had been used to analyse both the negotiation process and the contents of the agreement. Interviews with stakeholders were conducted in these 6 villages as basis for the selection of research locations. In view of the comparatively small number of villages to choose from the large variation among them, a purposive sampling method was applied. The criteria included the coverage of the three districts where agreements had been signed and coverage of the three NGOs promoting agreements that were already signed. The result shows that these three NGOs played a pioneering role in establishing the agreements: (1) Yayasan Tanah Merdeka (Free Earth foundation – YTM), an NGO which concentrates on advocacy for indigenous rights, (2) The Nature Conservancy (TNC), an international NGO which deals with conservation, and (3) CARE, an international NGO which concerns on rural development.

**Keywords** Community Agreements on Conservation, Strategies, National Park

## 1. Introduction

The remarkable threat to biodiversity and ecosystems is mainly caused by human mismanagement of biological resources [1]. In fact, the standards of forest management such as national parks in developing countries are still generally poor, illegal logging and encroachment of natural resources is still existing, and even increasing [2,3]. The Lore Lindu National Park (LLNP) in Central Sulawesi, Indonesia, which is the research region of the present study, is no exception to this general trend.

The problems encountered the LLNP come both from inside and outside the park. Internal management problems usually involve biodiversity conservation within the park, possibly caused by poor park management. The external problems mostly arise from local people, or

so-called natural resource-dependent people, and from their related agencies [4]. Several driving factors may influence these problems such as: unclear boundaries, poor law enforcement, insufficient extension and information sharing with local communities and other agencies, market demand on forest resources, lack of benefit received by local communities, even though is still less severe compared to other parks in Indonesia [5,6].

The case of the LLNP illustrates the challenge of National Park management, which has to deal not just with the ecological aspects of biodiversity and ecosystems, but also with local people and their socio-economic and specific traditional values [7]. Negotiation in conflict as well as coordination among related agencies is another crucial problem of park management practice. Leaving nature without interference from human beings may be the easiest management of natural ecosystems. However, it cannot be done in the area of LLNP [8, 9]. Active management is necessary to reach the objectives of park because the essential elements of ecosystems can easily be vanished through lack of management [7, 10].

These phenomena of nature conservation problems indicate that the existing Park management has not significantly taken local aspirations and needs into consideration. As described by Caldecott and Lutz [11], to be effective, the government regulation systems should have enough power to be able to be implemented under local conditions; when this power fails, many protected areas will be immediately exploited by local groups that conceive of no reason not to do so. This general observation also applies at LLNP, the small peasants, poachers, and illegal loggers have increasingly encroached the Park by illegally converting parts of it into plantations. Therefore, a proper protected area management is needed to reduce the park degradation, other models or approaches of protected area management based on the specific location must be explored. In this Park, different non-governmental organizations (NGOs) have been promoting the establishment of community agreements on conservation (*Kesepakatan Konservasi Masyarakat-KKM*), which differ in their objectives and value orientations. The objective of this article was to explore the strategies applied by different NGOs and the contents of the agreements.

## 2. Research Method

The participation of local people and the strengthening local institutions in managing the park has become essential, therefore, the research method of descriptive analysis had been used to analyse both the negotiation process and the contents of the agreement. Interviews with stakeholders were conducted in these 6 villages as basis for the selection of research locations. In view of the comparatively small number of villages to choose from

the large variation among them, a purposive sampling method was applied. The criteria included the coverage of the three districts where agreements had been signed and coverage of the three NGOs promoting agreements that were already signed. The three NGOs namely the YTM facilitated the village agreements in the study Villages A1, A2 and A3 which were dominated by indigenous people, while TNC in Villages B1 and B2, and CARE in Village C are multi ethnic population, indicated by a large size of land ownership by the migrants.

## 3. Result and Discussion

### The Strategies Applied by Different Organizations

The agreements in the villages surrounding the LLNP are promoted by NGOs that differ in their objectives and value orientations. As outlined above, this analysis focuses on the three NGOs that played a pioneering role in establishing the agreements: (1) Yayasan Tanah Merdeka (Free Earth foundation-YTM), an NGO which concentrates on advocacy for indigenous rights, (2) The Nature Conservancy (TNC), an international NGO which deal with conservation, and (3) CARE, an international NGO which concerns on rural development. The following sub-sections give an overview of the strategies applied.

#### The Strategy of the Advocacy NGO YTM

YTM promoted the first community agreement on conservation in the village located inside the Park that was supposed to be resettled (A1). The process of establishing the agreement, which was a pilot case that provided an important opportunity for learning and gaining experience, lasted approximately two years. YTM first facilitated awareness creation and mobilization within the community, which was followed by participatory mapping, a policy dialogue with various state agencies and other external stakeholders, and finally the negotiation of the community agreement on conservation, which was signed by the director of the LLNP, and the traditional village council (*Lembaga Adat*), as a representative of the community. Afterwards, a detailed ten-year management plan was developed. The agreement grants the village the right to stay within the National Park and assigns an area that can be used for cultivation. The community made a commitment to manage and protect the natural resources according to the approved plan, and helps to enforce violations of rules, for example, by patrolling to prevent illegal rattan collection. YTM then facilitated villages A2 & A3, these two villages are located outside the Park and were not under a threat of resettlement, however, the communities also wanted to regain indigenous rights to ancestral lands now located inside the Park. After agreements in three villages have been signed, YTM

concentrates its activities on a campaign against mining in the LLNP, and other local NGOs concerned with advocacy for indigenous people are now facilitating the protection of the maleo bird. Such strategies were confirmed by previous studies [12-15].

#### The Strategy of the Conservation NGO TNC

TNC started to promote community agreements on conservation in connection with the development of a zoning and management strategy for the Park. TNC's initial plan was to promote agreements that specify the provision of development services by government agencies and other organizations in exchange for a commitment by the communities to implement a jointly developed management plan concerning the park. Examples of such development services were marketing possibilities for organically produced coffee or drinking water facilities. However, after further discussions, a direct link development activities and conservation in the agreements was considered to be problematic. TNC has so far facilitated the establishment of agreements in five communities. As in the case of YTM, these agreements grant the communities authority to manage resources inside the park to which they hold indigenous rights, according to their traditional knowledge and subject to a jointly developed management plan [16]. Participatory mapping techniques are used to develop the agreements and management plans [17, 18]. Though not formally part of the agreements, TNC plans to promote environmentally friendly economic activities, such as small-scale enterprise development, in the villages where it promoted community agreements on conservation (B1 & B2).

#### The Strategy of the Development NGO CARE

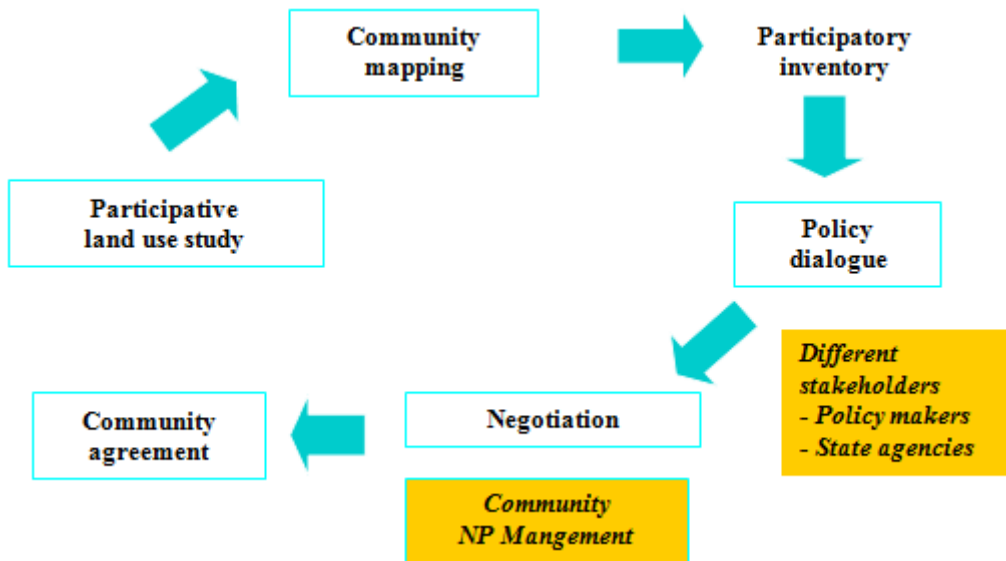
CARE's program in the Lore Lindu area concentrated on the promotion of agricultural and rural development in 22 villages located close to the Park that where poverty levels were particularly high. CARE assisted farmer groups, for example, in the establishment of cacao plantations with soil erosion techniques, the construction of fishponds, and the improvement of marketing facilities. CARE promoted community agreements on conservation as an accompanying measure for its development program. The agreements did not only concern regulations concerning the National Park, but also general rules within the village that were considered to be conducive

for promoting sustainable development in the villages. Starting a new program phase, CARE is now evaluating its experiences. Together with TNC, other NGOs and the Park Management, CARE currently plays a very active role in promoting the implementation of a co-management strategy for the Lore Lindu National Park. Both CARE and TNC work not only in indigenous villages, but also in villages with a high share of migrants, where traditional village institutions and local knowledge on natural resources are less strong. This presents a particular challenge for sustainable resource management as also demonstrated in previous studies [19-21]. Working closely together with the formal village government in developing the agreements on conservation was one of CARE's strategy to deal with this challenge in Village C.

### The Procedures of Establishing the Agreements

#### The Procedure Applied by YTM

There were four main steps applied by the advocacy NGO (YTM) during the facilitation of local community in indigenous villages for establishing community agreements [8]. The first, re-establishment of Local Knowledge and Traditional Wisdom. Started from Participative Land Use Study, which was to gather actual descriptions concerning the village history and the land tenure system of the indigenous people based on their perceptions. Therefore, the people, particularly those who have local knowledge, were mostly required to participate to identify rights inside the park. The second, participatory inventory, this stage contributed information to support the accuracy of data provided for the community mapping [22]. In order to reach efficient arrangement, the customary leaders, particularly the elder village members, allowed field data to be rechecked by youth, with their guidance [23]. The frequent meetings conducted indicated that many controversial issues had to be discussed to reach a consensus, such as customary sanction which is called *gifu*. The third, Policy Dialogue, in principle this was an essential step for realizing the legal aspects of community mapping, a typical strategy to communicate the situation of local communities with regard to the government policy. The last, Negotiating the Conservation Agreements. The strategy applied by YTM is summarized in Figure 1.



Source: A. Sangaji, personal communication

Figure 1. Process of Establishing the Agreement by YTM

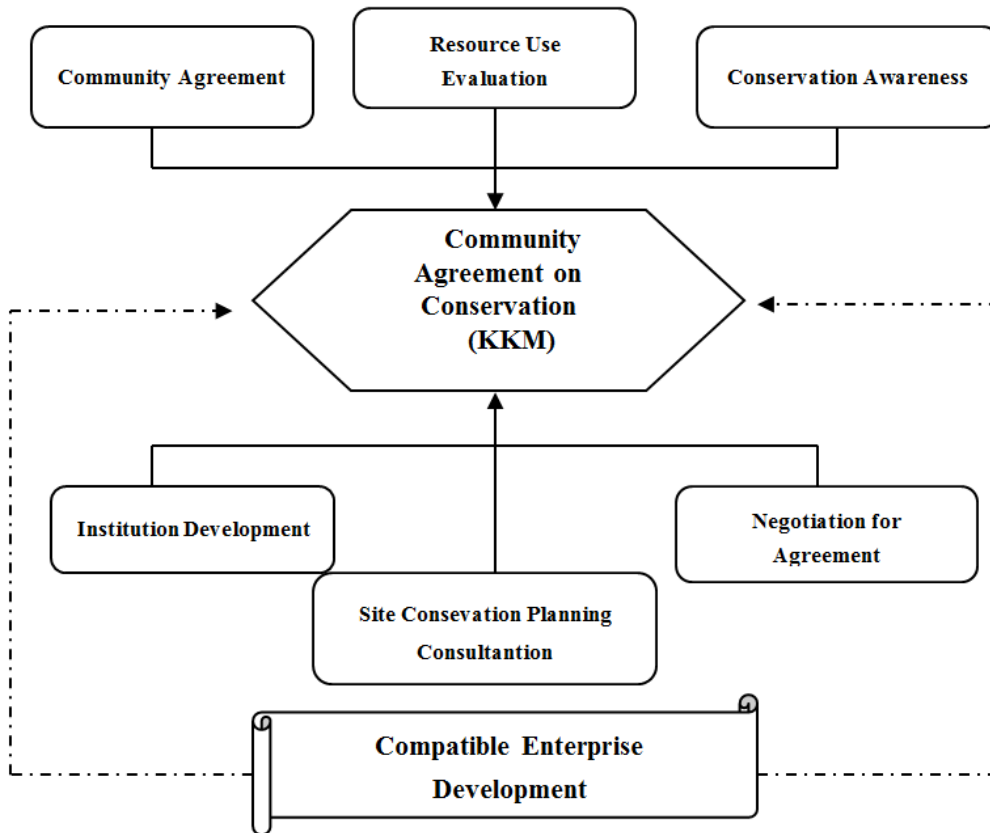


Figure 2. Framework Project TNC TTT TTNC

The Procedure Applied by TNC

The strategy of TNC in connection with the development of a zoning and management strategy for LLNP which created an “agreement concept”, TNC wanted to promote community agreements as a

“collaborative management model”. As a starting point of activities, this NGO formed an interdisciplinary team, which was later is called *KKM Facilitator*. According to TNC, the establishment of community agreement on conservation should be viewed as a model of

co-management, which can be applied in all villages surrounding the LLNP. TNC's procedure involves the following three steps: the first, re-establishment of Local Knowledge by Institutional Strengthening in two steps, activity to gather information on the local history of the village, and the second step is a documentation study of natural resources [24]. The second, Arrangement of Formal Agreements, this phase was identified as the most crucial stage during the establishment of the agreements, due to the need to decide on the agreement in a formal form. To reach the target project, the KKM facilitator formulated two essential components that were required to be integrated; designing of a project framework and formulating of the agreements. The third, Process of Recognizing the Agreements, after several meetings held between TNC and BTNLL dealing with the draft reports on community agreements at workshop at sub-district level. While discussing the agreements' contents and the legal basis, this meeting was at the same time used to convince the five villages that community agreements can provide a solution for dealing with conservation problems (Figure 2).

#### The Procedure Applied by CARE

The NGO CARE conducted a program of Biodiversity Conservation for the National Park (BCNP program) in the area of LLNP, which covered 22 villages. The purpose of BCNP was sustainable agricultural development in support of the conservation and management of LLNP. In recent years, CARE has increasingly included the protection of natural resources into its development activities in LLNP. CARE applied the following procedure, the first, Improving Skill of Local People in Conservation, because it is known that agriculture and logging from the forests are the main sources of income of the households in the vicinity of the park, when households faced a problem such as harvest failures, forests become their main target. The second, Community Agreements as Prerequisite for Project, this becomes one component of a broader community-development program that included the provision of physical infrastructure and improved agricultural skills [25, 26]. The introduction of soil conservation techniques, such as the establishment of contour bounds cropped with legumes, the improvement of marketing facilities and the promotion of non-traditional income-generating activities was part of the success of this NGO. The 22 selected villages

surrounding the Park were categorized as representing the various villages in the area, and the poverty level was the major selection criterion. As described previously, this community agreement on conservation did not recognize any customary land rights inside the Park; therefore, the involvement of the Park authority might have been neglected. The following steps were conducted; *problem identification*, followed by *stakeholder interviews at the village level*, *round table discussion*, *socializing the agreement among members of farmers groups*, and *the implementation phase*. In contrast to the approach followed by the advocacy NGO YTM, the interaction between CARE staff with the Administration of the Park in the establishment of the agreements appeared rather low. In the village included in the household survey, the local Park guard, whose office is in the village, was involved, but CARE did not solicit an official approval of the agreement from the BTNLL head office.

#### Contents of the Agreements

Community agreements on nature conservation contained important issues concerning conservation, such as sanctions against violations of rules concerning natural resources. Based on the form of the agreement, those agreements facilitated by YTM, community mapping is at the heart of these agreements, as it reveals details about the customary land rights inside the Park. Even though participatory planning is not yet available in agreements in Villages of A1 and A2, but the management plan in Village A3 was already elaborated and very detailed. Separate management plans were also envisaged for the other villages, where the Park acknowledged an agreement. In contrast, the agreements promoted by TNC in village B1 and B2 had a very sophisticated content. The remarkable of this agreement due to the completed by 32 articles, which is fulfilled the criteria for the formal regulation, and also supported by 2 legal opinion. While the agreements promoted by CARE were relatively simple, the agreement was written in one page, comprising five points of obligations and two points of sanctions, then signed by the C Village headman. The idea of co-management arrangements, which is characterized by a procedure in which two or more social actors negotiate, define and guarantee a fair sharing of natural resources in process of establishment the agreement, was not implemented.

**Table 1.** Issues Covered in Community Agreement Promoted by Different NGOs

Type of issues	Promoted by YTM A1 A2 A3	TNC B1 and B2	CARE (C)
Village History	No no yes	yes	no
Community mapping	Yes yes yes	yes	no
Sanction applied by	Tradit.c <sup>1)</sup> tradit.c <sup>1)</sup> tradit.c <sup>1)</sup>	tradit.c <sup>1)</sup>	Formal.v <sup>2)</sup>
Traditional right inside the park	Yes yes yes	yes	no
Acknow. customary land rights (ha)	22,950 5,481 1,178	partly	no
Direct negotiation with park	No no yes	no	no
Agreement signed by	Tradit.c tradit.c tradit.c	Tradit.c	Formal.v
Legal opinion by lawyer provided	No no no	yes	no
Recognized by	Park park park	park	no
Participatory Planning	No no yes	yes	no
Monitoring & Evaluation	No no yes	yes	no

Note: 1) traditional village council and 2) formal village headman

There are sanctions mentioned in the agreements, the sanctions in Village C (facilitated by CARE) stated that the village headman should utilize confiscated forest products for the benefits of the village. However, this sanction contradicted with the national Park regulations according to which the confiscated rattan has to be cut in small pieces by forest guards. Therefore, the sanction had never been applied, even though violations frequently occurred. In contrast, the sanctions promoted by the *Lembaga Adat* in villages where YTM facilitated the agreements, customary sanctions with some modification were applied to cover natural resources problems. In addition, similar sanctions for land sales were implemented in some villages, particularly with regard to migrants. In Village A3, strong sanction was also foreseen for everyone who receives traders without any permission from the *Lembaga Adat* and the village headman. Meanwhile, the agreements facilitated by TNC envisaged sanctions in form of payments, depending on the extent of the violations. A modification of the sanctions based on the customary law was observed in those villages where the *Lembaga Adat* has an important role. According to these agreements, the *Lembaga Adat* is responsible in deciding upon sanctions for each violation. Table 1 shows the details concerning the issues covered in the agreements.

The issues of community mapping and land rights inside the Park were recognized by the Park authority both for the agreements facilitated by YTM and TNC. However, concerning the agreements facilitated by TNC, the size of land rights inside the Park was not specified. According to the interviews with village stakeholders, this size will be defined in the participatory planning based on the interests and conditions of the village. Therefore, this agreement refers to a monitoring and evaluation plan, such, in Village B2, the issue of land rights inside the park (287.21 ha) is already defined. This land will be

distributed to the poor farmers, based on a commitment between the local people represented by the *Lembaga Konservasi Desa* and the Park authority, as noted in the participatory planning. The respective land is quite flat and part of it had been used as coffee plantation in the past. It was supposed that this land should be managed by following as an agroforestry system (*system tanam wanatani*) as recommended in participatory planning. A different situation was observed in Village B1, where the local people acknowledged seven sites of community land right inside the LLNP with a target to utilize them in the future or for their next generation [9].

### Views about the Future of the Agreements

At the present, the agreement is important for the people in the vicinity of LLNP, but nobody can guarantee what will happen in the future. The interviewed with the leader of the *Lembaga Adat* of Village A3 (he had participated in an indigenous people meeting in China), there are two driving forces in this situation: First, if the market price of forest products will be higher due to road improvement, this might push people to extend their crop plantations. The second problem is a situation where government regulations have no meaning or no law enforcement takes place [10, 11], such as in the encroachment Dongi-Dongi case. Not surprisingly, the same opinion was expressed by the *Lembaga Adat* of Village A2, if Behoa valley becomes a sub-district of Central Lore and roads are improved, access to Palu becomes easier, and the case of Dongi-Dongi would spread among people when passing the area. In contrast, in Village A1, the village leaders and the *Lembaga Adat* believe that there is a strong community support for keeping the agreement, and that it will be sustained until future generations [27-29]. People in this village depend on forest resources; therefore, they feel it is obligatory for

them to keep and to sustain forest in order to fulfil their needs in the future, therefore, all people obey the village agreement [30, 31].

In both villages facilitated by TNC (B1 & B2), the implementation of the agreement seemed not yet fully acknowledged, and different views of stakeholders concerning the future of the agreements were expressed. The stakeholders in Village B1, particularly the Village Conservation Council estimated that the community agreement might face challenges in the future in case that a new village headman will be elected who has no concerns for conservation. The stakeholders in Village B2 think that if the Dongi-Dongi case cannot be solved wisely by taking into account the customary rights of Pekurehua, the history of the LLNP in Central Sulawesi will end in the next few years. Therefore, it is difficult to communicate the goals of community agreement in Lore Utara, because local people always compare the restrictions to encroach the Park foreseen in the agreements with the Dongi-Dongi case. In the proposed plan of participatory management for three years by the Village Conservation Council and the BTNLL authority, the result of monitoring and evaluation will determine the success of the agreements promoted by TNC. For the future, this community agreement is being prepared to be acknowledged through the issuance of a PERDA (Formal Regional/Local regulation) from Poso Regency concerning the conservation of the Lore Lindu National Park. By reaching a formal regulation at the regional level, the legitimacy of these agreements might increase the long-term security of this approach [8, 32].

#### 4. Conclusions

The strategies applied in the Advocacy NGO YTM was the acknowledgement of the customary land right of the indigenous people, while NGO TNC focused on conservation in connection with the development of a zoning, and NGO CARE concentrated on the promotion of agricultural and rural development. The procedures of establishing agreements, NGO YTM applied four main steps which community mapping become crucial issues, while NGO TNC connection with the development of a zoning in creating agreement concept, later become community agreements as a “collaborative management model”. NGO CARE applied procedure in the skim of Biodiversity Conservation for the National Park (BCNP program). Community agreements on nature conservation contained 11 issues, sanction against violations of rules concerning natural resources become important point, nevertheless the future views of these agreements couldn't be guaranteed.

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