



Power dynamics among Indonesian state agencies: Examples from REDD+ Program and One Map Policy



Agung Wibowo and Lukas Giessen

Chair of Forest and Nature Conservation Policy, Faculty of Forest Sciences and Forest Ecology
Georg-August-Universität Göttingen, Büsgenweg 3, 37077, Göttingen, Germany
Contact: agung.wibowo@stud.uni-goettingen.de, lgiesse@gwdg.de

Introduction

- In Indonesia the Ministry of Forestry is the primary state agency responsible for forests accounting for 68% of the country's area.
- Given the raise of climate change issues on the political agenda forests became a crucial factor also for other state agencies.
- As a result of such international and other domestic factors, all these state agencies are competing for power and influence over forest-related issues, particularly for new forest-related tasks, the right to regulate, staff and budgets.

Aim

To analyze the power dynamics of relevant state agencies in forest-related policies influenced by domestic and international processes.

Theory and methods

Analytical Framework

Theory of actor-centered power Theory of bureaucratic politics

Power dynamics among state agencies in two selected cases:
1) the REDD+ Program, 2) the One Map Policy

Data Collection

1. Semi-structured expert interviews
2. Non-participant observations during conferences
3. Qualitative content analysis of legal documents and actors position papers.

Results

1. Power dynamics of state agencies in the REDD+ Program

Power element	Strategic task	Ministry of Forestry UKP4 (REDD+ Task Force)*	National Council on Climate Change REDD+ Agency*	Ministry of Environment	Ministry of Agriculture	National Planning Agency
Coercion	-					
(Dis)-incentive	Developing REDD+ national strategy	+				
	Shaping forest and peat moratorium policy	+				
	Improving REDD+ national strategy			+		
	Mainstreaming REDD+ in national development agenda			+		+
	Managing REDD+ funding			+		
	Shaping Indonesia's position in international REDD+ fora			+		
	Supervising & evaluating implementation of REDD+ program			+		
	Forming national strategy on climate change			+		
	Coordinating activities related to climate change			+		
	Monitoring and evaluating implementation of climate change related-policy			+		
	Reviewing and adjusting RAN-GRK					+
	Developing guideline to RAD-GRK reporting					+
	Dominant information	Representing Indonesia at the UNFCCC		+	-	
Negotiate the Norway-Indonesia Lol			+			
Establishing standard for emission measurement				+		
Archiving implementation report for RAN-GRK & RAD-GRK						+
Conducting Green House Gases inventory				+	+	
Providing staff on the ground			+			+
Providing concrete forest-related information			+			

2. Power dynamics of state agencies in the One Map Policy

Power element	Strategic task	Ministry of Forestry	UKP4*	Geospatial Information Agency	REDD+ Agency*	Ministry of Environment	Ministry of Agriculture	Ministry of Energy & Mineral Resource
Coercion	Postponing business licence over primary forest and peat land	-	+					
	Taking responsibility for primary forest and peat land within moratorium map	-				+		
(Dis)-incentive	Employing own staff for One Map Policy	-	+	-	+		-	-
	Acting as leading agency on One Map Policy		+					
	Acting as coordinator of technical aspects	-		+				
Dominant information	Spending much of budget for thematic maps	+						
	Joint updating of moratorium map twice per year	+		+				
	Producing thematic maps	+		+		+	+	+
	Taking responsibility for public feedback on the moratorium map	+						

Remarks

- * Newly created state agency
- + Gaining power
- Losing power
- REDD+ Reducing Emissions from Deforestation and Forest Degradation plus
- UKP4 The Presidential Delivery Unit for Development Monitoring and Oversight
- RAN-GRK National Action Plan for Greenhouse Gas Emissions Reduction
- RAD-GRK Regional Action Plan for Greenhouse Gas Emissions Reduction
- Lol Letter of Intent

Discussion

1. The REDD+ Program seems to be a symbolic policy because: a) the goals are too ambitious, b) no agency has a clear lead function, and c) it is constructed on a weak legal base.
2. The One Map Policy is facing severe conflicts of interests from local governments and among state agencies at national level.
3. Production oriented agencies will gain more benefit than conservation interests.
4. Implementation of both policies is facing heavy challenges due to marginal involvement of the Ministry of Forestry, which still holds key power elements.

Conclusion

There has been an overall decrease in power of the Ministry of Forestry in the observed cases due to an increase in forest-related power of other and new agencies. This trend is caused by national and international influences causing fluctuation of coercive and incentive power elements, whereas power based on information remains stable.

References

1. Krott, M. *et al.* (2013) Actor-centered power: The driving force in decentralised community based forest governance. *Forest Policy and Economics*. DOI: 10.1016/j.forpol.2013.04.012.
2. Peters, B. G. (2001) *Politics of Bureaucracy*. London: Routledge.