



Executive Summary

Forests, Peatland, Indigenous People, and Climate Change in Indonesia's Development Plan 2020-2024

The 2020-2024 National Medium-Term Development Plan (RPJMN) is the final stage to achieve the vision in the 2005-2025 Indonesia's Long-Term Development Plan (RPJPN). RPJMN, which is published every 5 years, maps the ongoing problems and formulates solutions in the form of national priority development agendas that will be implemented within the next 5 years. The RPJMN is not only a guideline for the government, but also for all components of the nation, including society and the business sector, to realize national ideals and goals in synergistic, coordinated and complementarity manners.¹ Thus, the 2020-2024 RPJMN, which will be ratified at the end of 2019 or early 2020, becomes an important policy avenue that must be watched to achieve sustainable and equitable development for all Indonesian people.

During the second administration of President Joko Widodo, there are several important issues related to the environment and indigenous peoples that require immediate solutions, including: recurrence of massive forest and land fire, underachieved targets of social forestry and agrarian reform, ineffective protection of the remaining natural forests and peatlands, underachieved targets of peatland restoration and the slow pace of recognition and protection of indigenous peoples' rights.

Considering the importance of the abovementioned issues, Madani submits 12 (twelve) inputs to strengthen environment and indigenous people's agenda in 2020-2024 RPJMN:²

1. With regards to Indonesia's environmental profile in 2025, the target for GHG emissions reduction is above 27 percent and reduction for GHG emissions intensity is up to 24 percent (**p274**). To maintain consistency with Indonesia's emission reduction targets in the Nationally Determined Contribution (NDC), it is our view that the following sentence should be added: *"with the aim of achieving emissions reductions by 29 percent by own effort and up to 41 percent with international support by 2030."*
2. With regards to limitation of primary natural forest cover, which must be considered in development planning, in accordance with the newly enacted Presidential Instruction No. 5 of 2019 on the Stopping of Granting of New Permits and Improvement of Governance in Primary Natural Forests and Peatlands, issued in 7 August 2019, which prohibits the granting of new licenses in primary natural forests and peatlands, the minimum area of primary forest cover that shall be maintained by 2025 is 46.1 million hectares. This is consistent with the number of primary forest cover of Indonesia as stated in the *2018 State of Indonesia's Forests* (2017 condition).³ In the 2020-2024 RPJMN Technocratic Draft (**p. 18**), the minimum area of primary forest cover that shall

¹ Badan Perencanaan Nasional. 2009. *Pedoman Penyusunan RPJMN 2020-2024*. Jakarta: Bappenas

² This input was compiled from the results of 2020-2024 RPJMN Technocratic Draft document observation as of 28 June 2019, compiled and published by the National Planning Agency (Bappenas), specifically relating to the environmental agenda and indigenous peoples with focus on tackling climate change from land-use, land use and change on forestry (LULUCF) activities.

³ Ministry of Environment and Forestry, *State of Indonesia's Forest and Forestry 2018*, p. 9.

be maintained in 2025 is only 43 million hectares (2019 condition). This can lead to the interpretation that the government, through the green 2020-2024 RPJMN, is planning to deforest 3 million hectares of primary forests. This would run counter to the emission reduction target, the target of improving the Environmental Quality Index, biodiversity conservation, and the spirit of realizing low carbon development that underlies the 2020-2024 RPJMN.⁴

3. Regarding the 94 million hectares of national forest cover that shall be maintained in 2025 (**p. 273**), We recommend that the 2020-2024 RPJMN makes a separate target to maintain 89.2 million hectares of natural forest cover (according to 2018 State of Indonesia's Forest) because the 94 million hectares still includes the number of timber plantation areas. It is important to maintain separate targets for natural forests cover as opposed to timber plantation area (plantation forest) to avoid a loophole that suggests that the remaining natural forests can be cleared and replaced with monoculture plantations as long as the resulting number is 94 million hectares.
4. We appreciate and support the statement which states that the area of the primary forest moratorium is an absolute boundary that must be considered in development planning (**p. 18**). To be more comprehensive and integrative, we recommend permanent forest moratorium policy (Inpres 5/2019) to also protect secondary natural forests that are rich in carbon, biodiversity, and support the livelihood of millions of indigenous and local communities. By strengthening the permanent moratorium protection to include also secondary natural forests, Indonesia will boost the realization of other goals mentioned the 2020-2024 RPJMN, such as, maintaining natural forest cover, protecting the habitat of endangered species, disaster-prone areas, abrasion-prone areas, and water availability.⁵
5. We appreciate and support the statement which states that peatland restoration efforts need to be prioritized as well as the inclusion of 2 million hectares of restoration targets for forest areas on peatlands until the forested peatland reaches 9.2 million hectares (**p.19**). In addition to restoration of forested peatland, it is imperative also to pay attention to the restoration of peatland as a whole, including non-forested peatlands, because drained peatlands have caused and will keep causing future forest and land

⁴ This can also raise the following questions: How could the 46 million hectares of primary forest cover in 2017 drastically reduced by 3 million hectares to 43 million hectares in less than two years while the rate of (gross) deforestation published by the government in 2017-2018 is only 490 thousand hectares and the highest deforestation rates (300 thousand hectares) were occurred in secondary forests, not in primary forests? See http://ppid.menlhk.go.id/siaran_pers/browse/1025, accessed on September 30th, 2019.

⁵ Madani analysis shows that of the 43.1 million hectares of secondary natural forest, 30.4 million hectares of them are not legally protected from deforestation. Of this amount, 9.2 million hectares are seriously threatened because they are located in the Production Forest for Conversion (HPK) and Non-forest Area (APL). Deforestation of this size will definitely hinder Indonesia from achieving its emission reduction target that only allows deforestation of 3.25 million hectares from 2020 to 2030. This number can also be synchronized with the target of maintaining forest cover with high ecosystem services, covering up to 65 million hectares to increase the quantity/availability of water to support economic growth (**p.44**).

fires, haze, drought, subsidence, and the release of greenhouse gas emissions. On top of that, it will cause prolonged flooding when it has exceeded its drainability limit. The target of peatland ecosystem restoration in the 2020-2024 RPJMN Draft is currently 1.5 million hectares **(p.273)**. It should be clarified in this document that the mentioned 1.5 million hectares is **an additional target** for 2020-2024 aside from the target of 2.4 million hectares that has been given to the Peatland Restoration Agency in 2016-2020. In addition, we also recommend that peatland restoration be included as a *Major Project* in the national development agenda/national priority with regards to the environment, disaster resilience, and climate change due to its enormous impact on the achievement of many other development goals.

6. Regarding low carbon development strategies, especially sustainable land restoration **(p. 201)**, the mentioned strategies have to be synergized with climate change mitigation actions in the forestry sector as stated in the NDC along with its numeric targets, namely:
 - a. Reducing the rate of deforestation must be accompanied by reduction on the rate of degradation since Indonesia's degradation trend is increasing although deforestation is declining. It is necessary to add the target of reducing the rate of deforestation to become under 325,000 hectares per year between 2020-2024 to 2030 in accordance to to the NDC target.
 - b. Reforestation target needs to be added with the target for forest and land rehabilitation up to 800,000 hectares per year in 2020-2024 and expected to reach 12 million hectares in 2030, in accordance with the NDC target.
 - c. Peatland restoration targets need to be clarified as stated in point 5 above.
 - d. The point on increasing the application of sustainable forest management principles must be added, in accordance with NDC target.
7. With regards to the target of producing 7.7 million kilo liters of biodiesel in 2020 and 10.8 million kilo liters in 2024 to meet energy needs through the increasing number of renewable energy use (EBT) **(p.44)**, it is necessary to state that this target will be achieved without expansion of palm oil plantations into forest and peatland areas. This target can be secured by enacting a comprehensive, permanent and integrated protection policy for all natural forests and peatlands to ensure that all low-carbon development targets can be achieved without causing any conflict between one goal and another.
8. We appreciate the inclusion of the establishment and recognition of indigenous territories, resolution of forest tenure conflicts, and increasing community access to village-based forest areas in the 2020-2024 RPJMN **(p. 308)**. However, we recommend that these agenda be integrated into the seven National Priorities and as well as included in the mainstreaming agenda to reinforce the prioritization effort on this agenda. At present, some but not all important agendas related to indigenous peoples

and villages in forest areas are included in National Priority 2, Developing Regions to Reduce Inequality and Ensuring Equality, and National Priority 5, Building the Nations' Culture and Character. However, most of them are still only mentioned in the mainstreaming section of social capital and culture.

9. Regarding the issues of indigenous peoples, the main policy directions and strategies that have not been and must be included in the 2020-2024 RPJMN are the **ratification of the Law on the Recognition and Protection of the Rights of Indigenous Peoples**, which has been promised by the President since 2014 but still not realized.
10. With regards to the Integration of Regulations and Institutional Frameworks to achieve development agenda on environment, a comprehensive, permanent, and integrative regulation is needed to control the protection of natural forests and peatlands. Our recommendations are as follows:
 - a. Strengthening the legal basis for the permanent protection of natural forests and peatlands as a whole to constitute a binding legal force.
 - b. Conduct review on the regulations that weaken the protection of peatland ecosystems, one of which is the Regulation of the Minister of Environment and Forestry No. P.10 / 2019 on the Determination, Enactment, and Management of the Peak of Peat Dome based on Peatland Hydrological Unit, which has the potential to undermine peatland protection effort.
11. Include the agenda to review all plantation, forestry and mining permits that cause environmental damage and cause the potential loss of state revenue as one of the directions and policy strategies for strengthening the institutions and law enforcement on natural resources and the environment **(p. 200)**.
12. Synchronize and maintain internal consistency of figures regarding forests and peatlands as shown by the table below.

No.	Description of	2020-2024 RPJMN	MoEF
1.	National land area	189.6 million hectares (p.18) This figure needs to be synchronized with the data of national land area as mentioned in p.38 (188 million hectares)	188 million hectares (State of Indonesia's Forests 2018)
2.	National peatland area	15.1 million hectares	14.9 million hectares (State of Indonesia's Forest 2018)
