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When The Global-National Climate Change Agenda Meet With The Provincial
Ambitions:

How Do State and Non-State Actors Influence the implementation of National
Forest Moratorium in East Kalimantan?

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When The Global-National Climate Change Agenda Meets With Provincial Ambitions:

How State and Non-State Actors Influence the implementation of the National Forest

Moratorium in East Kalimantan

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Abstract

This paper analyses the implementation of the national forest moratorium in the Indonesian province East Kalimantan as part of the global-national climate change agenda. The national forest moratorium is a follow-up of the Letter of Intent (LoI) between Indonesian government and Kingdom of Norway in May 2010 to implement REDD+ programme. Its’ purpose is to realize large scale climate mitigation by improving forest governance. The central questions of this paper are: how state and non-state actors from various levels affect the implementation process of national forest moratorium. For this purpose primary and secondary data have been collected by reviewing policy documents on the forest moratorium and interviewing 15 actors. The first finding of this research is that the commitment of national and provincial governments to postponing issuance of new permits for forest clearing in the moratorium area has not prevented the granting of permits for the development of highways, industrial estates and an international port project in the area. The second finding is about the limited effectiveness of a provincial moratorium that has been declared by the provincial government to o improve forest governance. This

moratorium only affects the coal mining sector: palm oil and forest plantation can get a permit if they meet standard requirement regulated in provincial moratorium. The third finding is that industries successfully removed the “existing permit concessions” from the moratorium area which led to a significant reduction of the moratorium area in East Kalimantan. Environmental and international development agencies were not able to prevent this, if present at all. . The fourth finding is that the implementation of the global-national agenda on climate change agenda at the provincial level is heavily depended on the political commitment of the governor of East Kalimantan and the engagement of non-state actors

Key words: Implementation Process, National Forest Moratorium, Local Ambitions, East Kalimantan, Indonesia.

1. Introduction

In recent years, Indonesian government launches national policies that highly influenced by global agenda to conduct of mitigation and adaptation of climate change. Those policies also emerge as a follow up of political commitment of the Indonesian president to reduce carbon emissions by 26 percent with domestic support and by 41 percent with International support by 2020¹. However, the implementation process² of those national policies at the provincial level can be a complex process as provincial government has their own social, political and economic ambitions (Anderson et al, 2016). To get better understanding on that

¹ The Indonesian president pledged carbon emissions reduction in 2009 at G20 Meeting in Pittsburgh US.

² In this paper, implementation process refers to “the stage of execution or enforcement of a policy by the responsible institutions and organizations that are often, but not always, part of the public sector, is referred to as implementation” (Jan and Wegrich 2006).

complex issue, this paper takes the implementation of national forest moratorium in EK province as an example.

Forest moratorium was issued by Indonesian President in 2011 and has been extended two times in 2013 and in 2015. Moratorium is a follow up the Letter of Intent (LoI) between Indonesian government and Norway in 2010 to implement REDD+ programme in Indonesia. In LoI, both parties agreed to implement large scale mitigation action in Indonesia. Through Presidential Instruction No 10/2011, president instructed ministers, governors and regents to temporarily stop to giving new permit in carbon-rich soils: primary forest and peat lands for two years and improved forest governance (Satgas REDD+ 2012). Furthermore, the implementation of national forest moratorium in the province of East Kalimantan (hereafter: EK) which still relies on natural resources such as coal and palm oil and has a strong climate change political commitment can be a complex process. In the near future, this province also planned to expand the palm oil plantation to three million acre (PROKAL co 2017).

Most of climate change papers (Indrarto et al 2012, Murdiyarso et al 2012) focus on decision making and institutionalization at the national level and ignore the implementation at the sub-national level. In addition, the debate on climate change and its implementation focuses on state actors, neglecting the role of non-state actors such as NGOs, scientist and industries (Anderson et al, 2016). This paper wants to fill this knowledge gap by exploring how state and non-state actors from various levels affect the implementation process of national forest moratorium in EK province particularly in the process: (1) postponing the issuance of new permits in primary forest and peat land, and (2) improving primary forest and peat land governance. The latter will zoom in the emergence of provincial moratorium, an emerging moratorium in forestry, mining and plantation sectors which established by

Governor of EK to improve governance on these sectors. Hence, this paper seeks to answer following research questions:

1. How have the provincial authorities and non-state actors affect the postponing of new permit in primary forest and peat land in East Kalimantan?
2. What have been the drivers and key actors involved in the provincial moratorium in East Kalimantan?

The remainder of the the paper has been structured as as follows: The second section introduces the conceptual framework of this paper. The third section presents the methodology. The fourth section provides and overview of the national forest moratorium. The profile of EK regarding with deforestation, climate change and development ambitions are presented in the fifth section. The sixth section presents the findings. The seventh section the discussion and conclusion.

2. Conceptual Framework for understanding policy implementation

This paper works under the perspective that implementation process is a complex political process. Once published, state and non-state actors will figure out the ultimate impact of a policy or programme on their interest (Jan and Wegrich 2006). Hence, they will affect the process to ensure they get benefit from the result of implementation or to avoid the negative effect from the implementation process (Fleury et al 2014). They may not strictly execute the policy or programme and even they may delayed, changed, blocked or ignored (Jaan and Wegrich, 2006; Pulzl and Treib 2006) depending on their interest. In addition, in the context of implementation of green national policy at the sub-national level, the local interest and ambitions determine the direction of national policy at the sub-national level (Kostka and Mol 2013; Anderson et al 2016).

Broadly speaking, there are three main approaches to study implementation process: top-bottom, bottom-up and hybrid approach (Pulzl and Treib 2006). The top-bottom approach focuses on how decision maker controlling the implementation process. On the other hand, the bottom up approach acknowledges the implementer ambitions and explores the interaction of actors in shaping the implementation process. The last approach tries to combine elements from top-bottom and bottom-up approach. It recognizes the role of decision makers actors as well as the implementer network in the implementation process. This approach also considers that a policy or programme is constantly reshaped and redefined during the implementation process. In line with the objective of this study and considering the implementation process is a complex political process, this inquiry is carried out under the hybrid approach which takes into account the role of state and non-state actors from various level. Hence, the implementation of the national forest moratorium is not as a single input from national level to sub-national level, but as a result of the interaction of actors at the sub-national level.

3. Methodology

To study the implementation of national forest moratorium, this inquiry applies an interpretative approach which positions human meaning-making at the centre of the inquiry. It investigates actors' experiences and perspective in specific places and times (Schwartz-Shea and Yanow 2012). Moreover, primary data are generated through semi-structure interview with the government officers, NGOs, and industry actors. The questions from one interviewee to another interviewee varied following the actors' affiliation and functions in the implementation process. We collected secondary data on forest moratorium from a variety of documents such as newspaper articles, books and reports. To identify involved

actors, we applied the snowball method (Kumar 2014). In doing so, the involved actors were identified through reviewing forest moratorium documents and recommendations from interviewees. This inquiry applied content analysis to reduce the primary and secondary data by grouping them in certain categories, to search the pattern in those data categories, and to ask why those patterns are dominant.

4. The emergence and development of the Forest Moratorium at the national level

Presidential instruction of national forest moratorium postpones the issuance of new concessions in primary forest and peat land areas for two years and is deemed as a stepping stones to improve forest governance in Indonesia (Murdiyarso et al. 2011). However, an exception is given to existing concessions and economic activities such as geothermal, oil and gas, electricity, sugar cane, paddy rice and ecosystem restoration. The moratorium area covers 64 million acres of peat land and primary forest (Murdiyarso et al. 2011). The instruction mandates eight agencies to implement the policy: MoF, MoE, Ministry of Home Affairs, National Land Agency, National Development Planning Agency, National Coordinating Agency of Survey and Mapping, Governors and Regents. Two agencies supervise the implementation process: National REDD+ task force and UKP4. In addition, the “pause” period is used to improve forest and peat land governance. REDD+ agency launched measures should be taken to improve forest governance namely: (1) permit consolidation; (2) saving the most threatened forests; (3) conflict resolution (REDD+ agency, 2012).

Forest moratorium is a follow up the Letter of Intent (LoI) between Indonesian government and Kingdom of Norway in May 2010 to implement REDD+ programme in Indonesia. Norway promised to pay 1 million US dollar (performance-based payment) for Indonesia’s REDD+ activities. According to Purnomo et. al (2012), the initiative to establish

REDD+ programme in Indonesia was started by the absence of a concrete mechanism at the international level to support developing countries in reducing emissions after COP 13 in 2007. Considering this situation, Norway and Indonesia agreed to move the agreement of COP 13 forward and organized several meetings in Indonesia, Norway and through teleconference during the period of 2008-2010 which ending with the signing of Lol.

The decision making at the national level received more attention and created more controversy. Actors from various levels struggled to translate their belief system into policy instrument during the decision making of forest moratorium. Civil Society Coalition (2010) consist of social environmental NGOs such as Greenpeace, Walhi (Friends of Earth Indonesia) and AMAN proposed “performance based moratorium. It means that the moratorium should not be limited to 2 years and that it could only be revoked if performance indicators such as facilitated access and control of indigenous people to natural resources and no overlapping permits had been fulfilled. The coalition also proposed that this moratorium should cover secondary forests, while affecting and evaluating existing concessions. The international environmental NGOs such as WWF and Wetlands supported the notion of forest moratorium (WWF, 2010) but asked Indonesian government to include secondary forest in moratorium area (WWF, 2011). The palm oil, forest concession and association of Indonesian entrepreneurs were against forest moratorium and argued it will seriously affect pulp and paper industry, forestry, palm oil industry and national economy (Kompas, 2010). They also considered forest moratorium was designed by developed countries through environmental NGOs to hamper Indonesian development (Kurniawan, 2010). In the end, the Indonesian government accommodated industries interest by excluding secondary forest in moratorium area. Industries argued that the exclusion of secondary forest was the result of their

intensive lobby to national government (Kompas 2011). During that negotiation, none of provincial government involved in outside and outside negotiation arena.

Those actors also involved intensively in the implementation phase at the national level. Civil society coalition and environmental coalition members actively monitored implementation process by critically assessing the dynamics of covered moratorium area and conducted crosscheck at ground level. Their findings at local level was significantly influenced the dynamics of moratorium area and as a basis to giving feedback to government to strengthen forest moratorium. National REDD+ task force and UKP4 were responsible to response the findings and feedback from stakeholders to ensure no new permit in moratorium area.

5. East Kalimantan: Deforestation, development and Green Province ambitions

According to DDPI of EK, EK province was the third largest carbon emitter in Indonesia. This province emitted 255 million tons of carbon dioxide in 2011 behind Riau (358 million tons) and Central Kalimantan (324 million tons) (the Jakarta Globe, 2012). Land used sectors like forestry, plantation and mining sectors contributed 96,19 percent of CO₂ or around 1.5 million ton CO₂eq. Other sources of carbon emissions in EK came from energy, transportation and industry sectors (RAD GRK EK, 2012).

By 2030, EK provincial government envision agro-industrial and agribusiness as the main sector to drive EK's economy. This vision already installed in: (1) The Long Term Development Plan of EK province which expect the contribution of the agricultural sector increase from 7% in 2005 to 21% by 2030; (2) Provincial Spatial Plan of EK for 2016-2013 which allocates 3.2 million ha for the plantation area; and (3) The development of the Industrial Zone and the International Port Maloy is intended for manufacturing the palm oil

into various derivative products. Besides provincial agenda, there are several national projects in EK which also related with provincial economic ambitions. In MP3EI, Kalimantan islands is intended as a centre of mining production, processing and as national energy barn. It suggests large investment in palm oil sector as an main export commodity and in support of the national biofuel energy policy.

At the same time, EK provincial government has a strong policy commitment to balancing their development and climate change ambitions. Starting with the launching of “Kaltim Green” commitment in 2009 (Pemprov Kaltim and DNPI, 2010), EK government with the assistance from National REDD+ agency and international NGOs, consultant and aid agencies continued its commitment to promote “green” policies by producing several strategic documents to reduce emissions and bringing low carbon development plan such as RAD GRK, SRAP REDD+ and EK Master Plan Climate Change. EK province is also host for eleven REDD+ demonstration activities carried out by (1) international NGOs, for instance TNC with Berau Forest Carbon Programme and WWF with Heart of Borneo project; (2) international development agencies such as GIZ-FORCLIME; and (3) private companies, for example Global Eco rescue with its project Avoided Deforestation and Resource-Based Community Development Program (BPRED+D, 2012). In addition, the Governor of EK is actively involved in the governor network to reducing tropical deforestation. Together with Arnold Schwarzenegger and eight other governors, the governor of EK established Governor Climate Governors' Climate and Forests Task Force in 2009 (GCFTF 2009).

6. Results

This section describes how state and non-state actors from various levels affected the postponing issuance of new permits in primary forest and peat land, and the effort of

provincial government to improve natural resources governance by launching provincial moratorium.

6.1 Suspension of new permit in primary forest and peat land

The Governor of EK responded positively national forest moratorium and supported the implementation in EK. He argued forest moratorium was in line with the “Kaltim Green” commitment to reduce greenhouse gas emissions (antaranews 25/10/2011). That support later was translated in mechanism to issuing a new permit and a recommendation³ in plantation, mining, forest and agriculture sectors. Before the forest moratorium, provincial government mostly gave a new concession permit or a recommendation in primary forest and peat land area as long as that area were in the non-forested land and were reserved for those sectors. After the forest moratorium, EK government committed to not give a new permit or a recommendation in moratorium area. Using moratorium map⁴, the EK government agencies on plantation, forestry, mining, agriculture and environment, assessed a proposed area for new permit. If they found a proposed area located in moratorium area, they would recommend the applicant to exclude the moratorium area. If the applicant resisted to do so, they would not proceed the application. In review process, provincial agencies always consulted a proposed area with BPKH⁵ to ensure whether an area is inside forest area or inside in non-forested area⁶.

³ A new permit will be given by governor if proposed new concession area cross boundary of city/regent within the area of province. But if the proposed area located in one districts/city, governor give a recommendation. A new permit will be issued by the head of regent/city in this case.

⁴ Moratorium map is an indicative map which issued by Ministry of Forestry and updated once in six months.

⁵ An organization under the Ministry of Forestry and Environment which operates in the provincial level and responsible to conduct forest boundary demarcation.

⁶ In general, the Indonesia official land use zone is divided into two main categories: state forest and non-state forest areas. State forest is land area that is designated by the government as “forest zone or areas” (kawasan hutan).

In addition, national forest moratorium was mainstreamed in two provincial climate change documents: RAG GRK and SRAP REDD+. In both documents which published in 2012, forest moratorium became strategic instrument to prevent primary forest and peat land in non-forested area to be converted to concessions. In addition, during moratorium period, the documents suggested provincial government to improve the forest policy and evaluate existing permits. However, the moratorium was not high priority to be implemented. Surprisingly, moratorium fell into “middle priority” which means it can be postponed by 2020. The document mainly promotes Sustainable forest management as the high priority or a policy that should put in place immediately. Both documents were drafted by a team which mostly consist of the representative from the provincial government institutions, local scientist, environmental NGOs and international development agencies. Government institutions from national level: Satgas REDD+, UKP4 and Bappenas gave technical assistance during the preparation of both documents. In contrary, local NGOs which mostly focuses social issue (the interest of local, indigenous people and the victims of industry) and extractive industry like Walhi EK and Jatam were not involve in the drafting team and public discussion. These NGOs did not involve because they against the idea of REDD.

However, although committed to execute forest moratorium, EK provincial government took different position on the development of highway, Maloy Industrial Estate and International port. Both projects were planned to use the protection area and primary forest which located in the moratorium area. The provincial government supported the usage of moratorium area for those projects and lobbied MoF in order to get permission to use non-protection forest. Provincial government argued that primary forest and peat land was possible to be converted as long as it were for the sake of EK community. Moreover, the development of highway, industrial estate and international port were part of the EK

government vision to accelerate the development of agro-industrial and agribusiness. By 2030, EK province was expected to not rely their economy on unrenewable resources such as mining, gas and oil but depend on renewable resources such as palm oil. The MoF who has authority to control protection forest finally given clearance to the provincial government to utilize the protection area for highway in 2013 even though development of highway, industrial estate and port are not part of the exception activities in the moratorium area. While, the usage of primary forest for the Maloy project is still on the negotiation process. The largest NGOs network in Indonesia, Walhi, opposed idea to convert protection forest for highway since the project would probably rise the deforestation rate and social conflict around the protection forest. Walhi EK accused the highway would be used to transport palm oil and coal mining which may increase the exploitation of forest in EK. They intensively voiced their view and argument in national and local media as well as lobbied MoF to not give clearance to the provincial government. Besides highway project, Walhi EK did not really interested and involve in preventing moratorium area to be converted to concessions.

Others national-local environmental NGOs, foreign development agency and industries in EK like WWF, TNC, GIZ and even forestry and palm oil industries also paid less attention in moratorium issue. They were relatively not critical and involved in influencing the implementation not like what they did during decision making process. The environmental NGOs considered moratorium was important. However, looking the fact that almost all non-forested area had been granted permission, they considered moratorium policy was not effective to mitigate deforestation. They preferred to promote sustainable certification and others instrument to protect HCS and HCVF in palm oil and forest plantation.

Palm oil industries association EK considered postponing new permits in primary forest and peat land were not relevant in EK as the size area of moratorium area in non-forested area was not significant. In 2016, there are 3.6 million hectares land was allocated for plantation and 3.2 million was planned for palm oil. In 2016, only 99.638 hectares of peat land were in non-forested area including in area which is reserved for plantation. Palm oil industries were also confident that national sustainable certification was adequate in shifting practices in palm oil industries toward sustainable production. In addition, the covered area of moratorium in EK was decrease from 6.1 million hectares in November 2011 (first revision) to 5,5 million hectares in May 2016 (tenth revision). The decrease of peat land from 405.637 hectares in 2011 to 99.638 hectares in 2016 and primary forest from 1,2 million hectares to 940.501 hectares contributed significantly in reduce the whole of moratorium size in EK. Looking that fact, it implied that palm oil industries and government actively influenced the decrease of moratorium area by registering the existing permits that not yet registered in first version of moratorium map. This action resulted in the removal of existing concessions area from moratorium area.

6.2 Improving forest governance at provincial level: The emergence of provincial Moratorium.

EK governor issued a circular letter No 180/2013 to the majors and regents in EK to temporarily postpone the issuance of new concessions in forestry, mining and plantation sectors in January 2013. During provincial moratorium period, governor asked the majors and regents to; (1) audit and assessing existing permits in those three sectors whether it comply with forestry, plantation, mining and related law; (2) deliver the result of audit immediately to governor and related ministers; (3) EK provincial government temporarily

will not give recommendation in those three sectors until the major and regent sent the audit result (Gubernur Kaltim, 2013).

The provincial moratorium was prompted by a national measure to audit and to evaluate existing permits during the national forest moratorium period, which was called: permit consolidation (Satgas REDD+, 2012). Permit consolidation is part of a set of measures to improve forest governance. The national agencies of UKP4 and KPK were responsible to socialize this movement to the provincial government. After meeting with UKP4 and KPK in January 2013, the governor asked the governor office staffs to draft the letter and signed the provincial moratorium on that day. Before EK province, UKP4 had conducted the audit and evaluated the program in 2012 in Central Kalimantan, a first REDD+ demonstration activities province under Lol (Mongabay, 2012). Central Kalimantan also produced provincial moratorium with same concept and objective in 2012 (Antara Kalteng, 2013). In addition, that permit consolidation met with the ambitions of Governor EK to reduce carbon emissions and to tackle environmental and social issue in consequence of massive development of palm oil and coal mining in EK (sumber antara).

The issuance of provincial moratorium received different reactions from NGOs. Environmental NGOs viewed the provincial moratorium as a political strategy of governor to create a green image for the governor election in 2013 (Prokal 2013). It was also related with the fact that governor frequently opposed the idea of mining moratorium (Kompas.com, 2010) and logging moratorium proposed by Walhi EK and Jatam since 2008. The call to implement the coal mining moratorium intensified after eight children died in inactive open mining pits during period 2011-2013 (Komnas HAM et al, 2016). However, another environmental NGOs argued that this policy is an exceptional courage of governor looking the fact that most of extractive industry particularly coal mining backed up by the

influential people in Indonesia. Other NGOs, like WWF, TNC, GGGI and GIZ did not voice their views on the provincial moratorium and contributed in decision making process although they have a lot programme related REDD+.

Many district governments (regencies) were reluctant to participate in audit and evaluation of existing permits programme in 2013. In the end, two regencies participated this programme: Berau and Kutai Kartanegara. A law firm which hired to audit and to evaluate existing permit founded that several permits in mining and palm oil operated illegally but regent governments tended to allow it. Regent governments rejected this proposal but could not show documents in consultation meetings. Up to now, there was no clear measure has been taken to response the audit results either by national or provincial government. The dissolution of REDD+ agency in 2015 was considered the cause of no continuity in responding the results of audit.

The Governors extended the provincial moratorium in the form of governor regulation No 17 of 2015. The extension was made because the new Law of local Government (UU 32 2014) shift the authority in forestry and mining sectors. Under the new Law, the mayor and regent do not have authority to issuing permit in both sectors. That authority then was given to provincial government. Contrast to the first provincial moratorium, the government 'socialized' their objectives and invited local NGOs, scientists and several stakeholders including ministries: MoFE, MoA (Plantation Directorate General represent the ministry), MoENM and MoHA, to give feedback on the idea to extend the provincial moratorium. The MoFE has neutral position while MoENM supported the idea. MoENM reminded that they had issued moratorium on coal and metal mining new permit since 2009. However, for non-rocks and metal material, they suggested it should not covered in provincial moratorium because it was still needed for national and local development.

MoA considered provincial moratorium was not necessary since plantation sector particularly palm oil contributed significantly in creating job and contributing to rural development and national economy.

Provincial government also invited local NGOs to giving feedback on the draft of provincial moratorium. Generally, local civil society coalition which consist of Walhi EK, AMAN, Jatam, local scientists and others social and environmental NGOs proposed “performance based moratorium”. It means provincial moratorium should not only focuses on temporary suspense of the issuance of new permit but also critically evaluate and audit existing permits. They also suggested the period moratorium up to 15 years instead of 2 years to restore environmental carrying capacity. They were against the idea to give exemption to palm oil and forest plantation in provincial moratorium. In their opinion, the exemption should be given to the development of village forest, communal forest and others social forestry.

However, the provincial government ignored coalition recommendations. In his decision, the Governor still gave exception to palm oil and forest plantation and extended moratorium for 2 years. Civil society coalition labelled provincial moratorium as a fake moratorium due to its ‘exemption to palm oil and forest plantation which they claimed created deforestation and social conflict in EK. They qualified the second provincial moratorium as weaker compared tho the first one (see table 1 for the comparison). Another party, the head of East Kutai regency, disagreed with the provincial moratorium as well because he worried that the investment and economic growth in his regency would be undermined du the the moratorium. East Kutai area was also well-known for the rapid development of palm oil and coal mining. The regent argued that the moratorium would

reduce the rate of economic growth in EK province. To tackle environmental degradation caused by the industries, the provincial government should improve the monitoring of the industry instead of moratorium. Like in first provincial moratorium, WWF, TNC, GGGI and GIZ were not involved or interested in the second provincial moratorium.

Table 1. Comparison between national forest moratorium, first and second provincial moratorium.

Dimension	National	First Provincial Moratorium	Second Provincial Moratorium
Actors	Leading by governor but non-state actors actively influence the president.	Leading by governor and no public consultation.	Public consultation with non-state actors.
Started	In 2011 and extensions in 2013 and 2015	In January 2013 with governor letter to the major and the head of regent.	In April 2015 in the form of governor regulation c. The level of the later form are higher than in 2013.
Duration	2 years	Will be stopped until the major and the head of regent reporting the audit result to the governor.	Two years duration.
Background	LoI between Indonesia and Norway. Ini opini	Caused by overlapping permit and indication of the violation of the law in issuing permit in mining, forestry and plantation.	National Agenda to saving natural resources in Indonesia launched by Anti-Corruption Agency and Indonesia President.
Main objective	Postponing new permit and improving primary forest and peat land governance	Auditing the existing permit and temporary stop the issuing of new permit.	Improving forestry, mining and palm oil plantation governance to solve overlapping permit.
Stage of permit	New permits in primary forest and peat land	Apply for New permit in forestry, mining and plantation sectors.	Only affect the new permit for mining coals
Exception activities	Geothermal, oil and gas, paddy rice and restoration activity.	No exception was given.	New permit will be granted to the forestry and palm oil company if they meet several requirements for example: 1. 20 percent of plantation area should be managed by farmer. 2. Commit to integrated plantation and cattle farm.
Sanction	No sanction	No administrative service, and if company continue violate the commitment to meet the requirement, the permit will be revoked.	

7. Discussion and Concluding Remarks

The paper demonstrates how state and non-state actors from various levels shaping the implementation of national forest moratorium in EK. It shows the different reaction, argumentation and level of participation of different actors in protection moratorium area and improving forest governance in EK.

NGOs and development agencies like WWF, TNC, GGGI and GIZ who has programme in REDD+ do not interest with the moratorium issue, either national and provincial moratorium. They tended to promote sustainable certifications and mechanisms to reduce deforestation of HCS and HCVF in palm oil and forestry plantation. The protection of HCS and HCVS in concession area can give great impact to mitigate carbon emission in EK. Up to now, there are 2,9 million hectares area has been granted permit concession but only 1 million have been planted by palm oil plantation. NGOs and development agencies apparently tries to safe HCS and HCVF in plantation concessions area but do not yet planted.

Palm oil associations EK also ignored the presence of national and provincial moratorium since both of policy instruments do not affect their expansion activity. The size of primary forest and peat land in non-forested area (99.638 hectares) in 2016 is not significant compared than area which is allowed for palm oil plantation (3,2 million hectares). In addition, provincial moratorium was designed to not temporarily stop palm oil expansion in EK since it gives ease requirements for palm oil to get concession permit. However, they actively registered “existing permit” which resulted in drastic reduce of moratorium area from from 6.1 million hectares in November 2011 (first revision) to 5,5 million hectares in May 2016 (tenth revision).

Furthermore, social environmental NGOs like Walhi, AMAN and Jatam paid more attention on decision making of provincial moratorium but not on national forest

moratorium. It can be understood because existing national forest moratorium cannot affect the existing permit. Hence, they had a great expectation that provincial forest moratorium may be able to stop expansion of existing mining and palm oil concession. In addition, they also hoped provincial moratorium could bring improvement in natural resource governance by auditing and evaluating existing permit since national forest moratorium did not put that narrative in presidential instruction. However, the absent of social environmental NGOs in monitoring moratorium in EK was a big question since almost of their network in national and other provinces intensively monitored the dynamics of moratorium area. For example, climate justice coalition at national level questioned the removal of Rawa Tripa concession in Aceh province from moratorium map. They did investigation at the field, advocated in media and sent the letter to REDD+ Task Force and UKP4. The result, the MoF registered the area in moratorium map again (Kompas.com, 2012). If social environmental NGOs and maybe also the environmental NGOs monitor the removal process of “existing permit” from moratorium area by tracking administration and checking on the ground perhaps the size area of moratorium will not reduce significantly.

Meanwhile, national and provincial moratorium tried to strictly implement forest moratorium if it did not affect their agenda like highway, industrial estates and international port projects. Emergence of provincial moratorium by postponing new permits on coal mining but giving freedom for palm oil expansion is a clear evidence that provincial government issue moratorium to strengthen “green province” image on the one hand and accelerating palm oil development on the other hand. During the last 7 years, coal mining sectors gains very bad reputation in EK community because it is accused creating environmental degradation (flood in capital city of EK) and social issue (eight children died in coal mining open pit). Supporting coal mining expansion may hamper image of “Kaltim

Green". In sum, the implementation of global-national climate change agenda at provincial level is heavily depended on political commitment of governor EK. However, other non-state actors also contributes significantly in determine the successful to conduct large scale mitigation and to improve forest governance.

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Appendix 1

List of Abbreviation

No	Abbreviation	Stand
1	ACF	Advocacy Coalition Framework
2	AMAN	Aliansi Masyarakat Adat Nusantara/Indigenous People Alliance
3	Bappenas	National Development Plan Agency
4	DDPI	Dewan Daerah Perubahan Iklim (Regional Council on Climate Change)
5	EK	East Kalimantan
6	GAPKI	Gabungan Pengusaha Kelapa Sawit (Indonesia Palm Oil Association)
	HCS	High Carbon Stock
7	HCVV	High Conservation Value Forest
	Inpres	Presidential Instruction
8	Jatam	Jaringan Advokasi Tambang/Mining Advocacy Network
9	KPK	Komisi Pemberantasan Korupsi (Corruption Eradication Commission)
10	LoI	Letter of Intent
11	MoA	Ministry of Agriculture
12	MoEF	Ministry of Environment and Forestry
13	MoEMR	Ministry of Energy and Mineral Resources
14	MoHA	Ministry of Home Affairs
15	MP3EI	Master Plan for the Acceleration of Indonesian Development Economy
16	NGOs	Non-Governmental Organizations
17	RAD GRK	Regional Action Plan Green House Gas Emissions
18	REDD+	Reducing Emissions from Deforestation and forest Degradation
19	SRAP REDD+	Provincial Action Plan Strategy REDD+
20	UKP4	Presidential Working Unit for Supervision and Management of Development
21	Walhi	Wahana Lingkungan Hidup Indonesia/Friends of Earth Indonesia

Appendix 2 List of interviewee

No	Institutions	Date of interview	Position of the interviewee
1	Aliansi Masyarakat Adat Nusantara/Indigenous People Alliance	31/1/2017	Senior manager
2	Balai Pemantapan Kawasan Hutan Kaltim Area IV Samarinda (Agency for Forest Area Consolidation Service)	21/4/2017	Senior staff
3	Bappeda (Regional Development Planning Agency East Kalimantan)	25/11/2017	Junior staff
4	Dinas Kehutanan Kaltim (Forestry Agency East Kalimantan)	30/1/2017 and 29/5/2017	Senior manager
5	Dinas Lingkungan Hidup Kaltim (Environmental Agency East Kalimantan)	23/5/2017	Senior manager
6	Dinas Pangan, Tanaman Pangan dan Hortikultura Kaltim (Agriculture, food crops and horticulture agency East Kalimantan)	27/03/2016	Senior manager
7	Dinas Perkebunan/Plantation Regional Agency East Kalimantan	22/5/2017	Senior staff
8	GAPKI Kaltim/Indonesia Palm Oil Association East Kalimantan	18/4/2017	Senior manager
9	Jaringan Advokasi Tambang (Mining Advocacy Network East Kalimantan)	21/10/2016 and 9/11/2017	Senior manager
10	Prakarsa Borneo	12/12/2016	Senior staff r
11	Provincial Secretariat for Economy	14/3/2017 and 27/3/2017	Senior manager
12	Regional Council on Climate Change (DDPI)	29/11/2016 and 10/1/2017	Junior staff
13	The Nature Conservancy	15/03/2017	Senior staff
14	The Nature Conservancy	17/05/2017	Senior manager
15	Walhi Kaltim/Friends of Earth Indonesia in Kaltim	24/01/2017	Senior manager