

Sustainable Social Forestry in Riau Province

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Abstract—Social forestry is regulated in the Regulation of the Minister of Environment and Forestry Number 9 of 2021 concerning Management of Social Forestry which was previously regulated in the Regulation of the Minister of Environment and Forestry Number 83/MENLHK/SETJEN/KUM.1/10/2016 concerning Social Forestry. However, until now the implementation of social forestry is still far from expectations, until the end of 2020 until 2021 the government can only realize 4.2 million hectares of land for social forestry, which was originally targeted at 12.7 million hectares through the allocation of Community Plantation Forest Permits (HTR), Village Forest (HD), Community Forest (HKm), and Customary Forest (HA) and Partnership. Similarly, what happened in Riau Province, based on the National Indicative Map of Social Forestry Allocation (PIAPS), Riau Province received an allocation of Social Forestry covering an area of 1.42 million hectares but in its implementation only approximately 67,210 ha was realized. The many obstacles and problems in the realization of social forestry: (1) not yet maximally active community empowerment in the realization of social forestry; (2) bureaucratic services have not been maximized in supporting the running of social forestry (knowledge and assistance); (3) the lack of political support from the Provincial and Regency/Municipal Governments for the Social Forestry Program so far; (4) the lack of production equipment and infrastructure. Therefore, efforts need to be made, including (1) active community empowerment in the realization of social forestry; (2) it is necessary to increase the capacity of knowledge and assistance in realizing social forestry; (3) the need for political support from the Provincial and Regency/Municipal Governments for the Social Forestry Program in terms of rules, policies, and budgets; (4) it is necessary to provide production equipment and infrastructure (communication and transportation) to support social forestry.

Keywords—social forestry, sustainable, Riau

I. INTRODUCTION

Social Forestry is sustainable forest management system implemented in state forest area or private forest/customary forest carried out by local communities or customary law communities as the main actors to improve their welfare, environmental balance and socio-cultural dynamics in the form of Village Forests [1], Community Forest [2], Community Forest Plantation [3], Customary Forest [4] and Forestry Partnership [5].

Social Forestry aims to resolve tenure issues and justice for local communities and customary law communities residing in or around forest areas in the context of community welfare and preservation of forest functions. Social forestry management is done with regard to the principles: (1) Justice; (2) Sustainability; (3) Legal certainty; (4) Participatory; and (5) Liability. This is to reduce poverty, unemployment and inequality in the management/utilization of forest areas, then Social Forestry activities are needed through the above scheme, namely: (1) Village Forest; (2) Community Forest; (3) Community Forest Plantation; (4) Forestry Partnership; and (5) Customary Forest.

Social forestry policy actually aims for community empowerment in the form of participation. Social forestry is expected to reduce poverty and conflicts related to land rights/access. Social forestry also aims for economic equity to reduce inequality in land ownership. Social forestry also regulates legal relations between residents/groups and farmer groups with the forest in an effort to improve the quality of sustainable forest management. Because the parties who most feel the success or failure of forest management are the people around the forest. Therefore, they should get the highest incentives to manage forestry businesses as their source of livelihood while preventing forest destruction.

However, in reality, the realization of social forestry is still far from expectations. Until the end of 2020, entering 2021, the government can only realize 4.2 million hectares of land for social forestry, which was originally targeted at 12.7 million hectares through the allocation of permit areas Community Forest Plantation, Village Forest, Community Forest and Customary Forest as well as Partnership with Industrial Plantation Forest permit holders through the utilization of living plant areas. There are many problems that arise in the realization of social forestry, for example in Production Forest areas allocated fragmented on a small scale, the location is located in an area with limited accessibility and infrastructure, capacity problems (human resources, financing, technology), as well as connectivity to the forest product processing industries limited [6]. The slow performance of Community Forest Plantation development is shown by the realization of the issuance of permits Effort Timber Forest Product Utilization Community Forest Plantation which only reached 15.7% of the total social forestry scheme, and 4.9% of the

production forest area reserved in the Indicative Map of Social Forestry Areas.

Similarly, what happened in Riau Province, based on the area of forest area, the Riau Provincial government must reserve an area for Social Forestry which is allocated in the PIAPS Map of 1.42 million hectares. Then, through the medium-term policy of the Riau Province (RPJMD 2014-2019) the implementation of social forestry has been determined. Until the end of 2016 the realization of Social Forestry in Riau Province only reached 2.6% or an area of 36.98 hectares. This means that the government has the responsibility to realize social forestry by the end of 2019 covering an area of 1.38 million hectares. The realization of social forestry is carried out through a village forest scheme of 32,666 ha, community forestry of 128.5 hectares and through a community plantation forest scheme of 4,192 hectares, as shown in the table I:

TABLE I. DESCRIPTION OF REALIZATION OF SOCIAL FORESTRY UNTIL 2016 IN RIAU PROVINCE

No	Description	Area (Ha)
1	Social Forestry Target (PIAPS) 2014-2019	1,420,225.48
2	Realization of Social Forestry-2016, consisting of:	36,986.50
	Village Forest	32,666.00
	Community Forest	128.50
	Community Forest Plantation	4,192.00
3	Percentage of Realized Social Forestry	2.60%
4	Remaining Target Social Forestry - 2019	1,383,238.98
5	Social Forestry Realization Target every year (2017-2019)	461,080

Source: Indonesian Forum for Provincial Budget Transparency (Fitra) Riau, Riau Provincial Government Policy Commitment in Accelerating the Implementation of Social Forestry, 2017.

Even until mid-2018 a new social forestry allocation realized only around 67 210 ha, still leaving about 1.35 million hectares, which means that to achieve this target the government has the responsibility of one and a half years for the realization of social forestry until the end of 2019.

The realization of social forestry in 2016 only reached 2.6%, indicating that the provincial government of Riau is still sluggish when compared to other regions that receive the largest allocation of social forestry, for example; West Kalimantan, which received an allocation of 1.51 million hectares of social forestry, has realized 8.05%, then Central Kalimantan from an allocation of 1.56 million hectares has realized 5.36%, while Papua has received an allocation of the largest, which is 1.88 million hectares, in fact the allocation still reaches 1.05% or an area of 19,740.3 ha [7].

One of the mandates of the Minister of Environment and Forestry Regulation Number: P.83/MENLHK/SETJEN/KUM.1/10/2016 Regarding Social Forestry, and currently regulated by the Minister of Environment and Forestry Regulation Number 9 of 2021 concerning Social Forestry Management that for the acceleration of regional social forestry it must be stipulated in the regional head policy and technical instructions related to

the implementation of social forestry in the regions, but until now in the Province Riau's social forestry policy is only set through the regional medium-term policy (RPJMD 2014-2019). This means that the government has not shown a commitment to accelerating social forestry in Riau Province. In fact, through this policy, the government can intervene in lower-level social forestry management, considering that forestry authority is no longer in the district as stipulated in Law Number 23 of 2014 concerning Regional Government. In addition, in the implementation of social forestry, the government can establish a Pokja for Implementing Social Forestry (PPS), through the role of the Pokja PPS together with the government, they can prepare a management plan and work plan for social forestry businesses (Village Forest, Community Forest, Community Forest Plantation) in Riau Province. Until now, one of the obstacles in implementing social forestry is that the Pokja PPS has not yet been formed, which is hampered by regional policies. Based on this, the authors are interested in writing about Sustainable and Sustainable Social Forestry in Riau Province which until now has not been implemented optimally.

II. DISCUSSION

Social Forestry as regulated in the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number 9 of 2021 concerning Management of Social Forestry which was previously regulated in the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number: P.83/MENLHK/SETJEN/KUM.1/10/2016 concerning Social Forestry. Whereas in order to reduce poverty, unemployment and inequality in the management/utilization of forest areas, it is necessary to carry out Social Forestry activities through efforts to provide legal access to local communities in the form of forest management Village Forest, Community Forest Business Permit, Community Plantation Forest, Forestry Partnership or recognition and protection of customary law communities for the welfare of the community and the preservation of forest resources.

In addition, Social Forestry is also regulated in Law Number 11 of 2020 concerning Omnibus Law, Paragraph 4 concerning Forestry Article 35 stipulates to provide convenience for the community, especially Business Actors in obtaining Business Permits and ease of investment requirements from the Forestry sector, This law amends, deletes, or stipulates new arrangements for several provisions in Law Number 47 of 1999 concerning Forestry. Between Article 29 and Article 30, 2 (two) articles are inserted, namely Article 29A and Article 29B, namely Article 29A which regulates the use of protected forests and production forests for social forestry activities. Social forestry can be granted to: (1) individual; (2) forest farmer group; and (3) cooperatives.

Further arrangements are regulated in Government Regulation of the Republic of Indonesia Number 23 of 2021 concerning Forestry Implementation, Article 1 number 64 regulates that Social Forestry is a sustainable forest

management system implemented in State Forest Areas or Private Forests/Customary Forests carried out by local communities or customary law communities as the main actors to improve their welfare, environmental balance and socio-cultural dynamics in the form of forests. Villages, Community Forests, Community Plantation Forests, Customary Forests, and Forestry Partnerships.

Article 203 Management of Social Forestry Forest utilization through the management of Social Forestry in State Forest Areas and Customary Forests is carried out to realize forest sustainability, community welfare, environmental balance, and accommodate socio-cultural dynamics, it is necessary to grant approval, acknowledgment, and capacity building to the community. Social Forestry Management, consisting of: (1) Village Forest; (2) Community Forest; (3) Community Forest Plantation; (4) Customary Forest and (5) Forestry Partnership. Article 247 stipulates those further provisions regarding the management of Social Forestry are regulated in a Ministerial Regulation.

To implement the provisions of Article 247 of Government Regulation Number 23 of 2021 concerning the Implementation of Forestry, the Minister of Environment and Forestry issued a Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number 9 of 2021 concerning Social Forestry Management.

The Social Forestry Model is one form or manifestation of the paradigm shift in forestry sector development from the concept of forest timber management to social Forestry by involving the community and other parties in forest management [8].

Wiersum distinguishes four operational forms of Social Forestry, namely: (1) Participatory Forestry, which means forest management activities designed with professional management with a high level of control over forest areas (land), (2) Village Forestry, namely the management of forest resources and trees by unprofessional (untrained) personnel both on public (state) and private lands, (3) Communal or Community Forestry, which is Village Forestry managed jointly by the community and (4) Farmers' Forestry, namely: a form of village forestry which is responsible for managing by the farmers themselves [9]. In addition, the Ministry of Forestry itself defines social forestry as a system of managing forest resources in state forest areas and or private forests by involving local communities as main actors and/or partners in order to improve their welfare and realize forest sustainability. Social forestry is a forestry development policy aimed at encouraging the realization of a competitive forestry business system, managing areas and local community-based institutions by synergizing various existing potentials, namely government, private and community resources as well as natural resources. The purpose of social forestry development is the realization of a forest management system that provides access and roles to communities in and around forest areas as actors and or main partners of forest managers in order to

improve their welfare in the context of sustainable forest management.

For now, the regulation on Social Forestry has been accommodated in various laws and regulations, based on the Regulation of the Minister of Environment and Forestry Number 9 of 2021 concerning Management of Social Forestry, consisting of: (1) Village Forest; (2) Community Forest; (3) Community Forest Plantation; (4) Customary Forest; and (5) Forestry Partnership. Forestry Partnership in Conservation Forest, given in the form of conservation partnership. In Protected Forests, approval can be given as: Village Forest, Community Forest, and/or Forestry Partnership. In Production Forests, approval can be given as Village Forest, Community Forest, Community Forest Plantation, and/or Forestry Partnership. The direction of the Social Forestry management area is determined by the Minister in the form of PIAPS.

Although social forestry has been regulated in various regulations, the implementation of social forestry so far has not been effective. The government targets to clear 12.7 million hectares of social forestry in 2019. The government has included the social forestry program in the 2015-2019 National Medium- Term Development Plan (RPJMN). The target in 2019 is that the government will be able to open access to the community to manage 12.7 million hectares of forest for 5 years. This has not been implemented optimally, because there are obstacles in its implementation. According to Maryono, one of the obstacles is the lack of budget provided by the government for social forestry programs which is very low and has an impact on achieving targets. For example, in the 2015-2017 period, there were around 510,000 hectares of social forestry that were realized in the form of permits or MoUs. In fact, the RPJMN targets that within this period it should be able to reach 7.62 million hectares. Meanwhile, the budget allocation provided by the government for providing access to social forestry management is very minimal. During 2015-2017 the budget for the preparation of social forestry areas was an average of IDR 38.76 billion per year. At least the government needs to allocate a budget of at least IDR 830.58 billion every year. The costs required include a number of needs such as community assistance, socialization, facilitation and verification of proposals for the issuance of social forestry permits. The total budget needed by the government to achieve the target of 12.7 million hectares is IDR 4.15 trillion [10].

Apart from budget issues, other problems also arise, according to Deny Rahadian¹³ In the process of proposing social forestry, a problem arose, namely the map containing the area of state forest area reserved for social forestry or called the Indicative Map of Social Forestry Area (PIAPS). The determination of PIAPS is carried out by harmonizing maps owned by the Ministry of Environment and Forestry (LHK) with maps of non-governmental organizations or other sources. For example, from an area of 10 million hectares, 5.2 million have been harmonized. However, from this process, only 2 million hectares can enter PIAPS. The community has difficulty in proposing areas that are included in social forestry because PIAPS requires the proposed area to be clean and clear

(CnC). There should be no overlap with the permits in force in the area. In fact, very few areas have land CnC. Most of the maps proposed by the community must be in conflict with other permits that have already been issued, be it permits granted to companies or those owned by the government such as conservation forests. Even though there are areas that are CnC, it is difficult for the community to access them because the surrounding area is land that already has a permit.

Until the end of 2020, entering 2021, the Director General of Social Forestry and Environmental Partnerships at the Ministry of Environment and Forestry, Bambang Supriyanto, said that the government had only realized 4.2 million hectares of land for social forestry, which was originally targeted at 12.7 million hectares [11]. The form of acceleration that will be carried out by the Ministry of Environment and Forestry is through collaboration with the governor to accelerate the realization of the program. Then, with social forestry assistance to improve human resources for social forestry managers. As the picture achievements Licensed Social Forestry in 2007-2021 below:

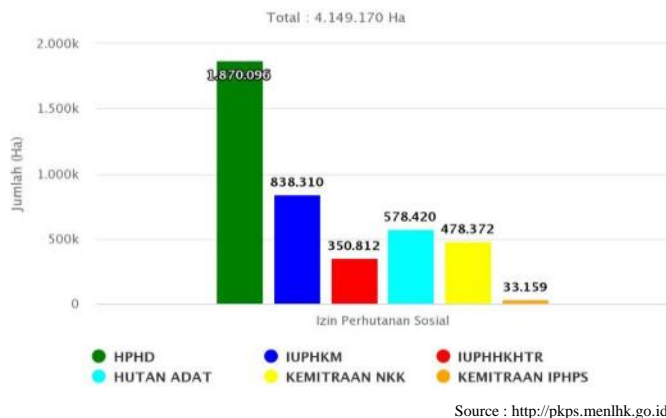


Fig. 1. Achievement of social forestry permits for 2007-2021.

From Figure 1, it can be seen that the realization of Social Forestry which was initially targeted at 12.7 million hectares has only been realized at 4,149,170 hectares or about 33% of the target to be achieved. Of the 4,149,170 hectares consisting of (1) Village Forest with HPHD tenure or Village Forest Management Rights of 1,870,096 hectares; (2) Community Forest, the permits granted are IUPHKM or Community Forest Utilization Business Permits of 838,310 hectares; (3) Community Plantation Forests, the permits granted are IUPHHK-HTR or Business Permits for Utilization of Timber Forest Products- People's Plantation Forests amounting to 350,812 hectares; (4) Customary Forests, the tenure of which is Determination of Inclusion of Customary Forests of 578,420 hectares; and (5) Forestry Partnership in the form of KULIN KK of 478,372 ha and IPHPS Partnership, Recognition of Protection of Forestry Partnerships and IPHPS or Social Forestry Forest Utilization Permits in Java Island of 33,159 hectares.

Likewise, social forestry in Riau Province is still very minimal. Social forestry in Riau Province is in the form of Village Forests, Community Forests, Community Plantation Forests, Customary Forests and Forestry Partnerships, as shown in the following table:

TABLE II. DISTRIBUTION OF SOCIAL FORESTRY PERMITS IN RIAU PROVINCE

No	Utilization Type	Number of units	Large
1	HPHD	21	±53.120 ha
2	IUPHKm	10	±5.898 ha
3	IUPHHK-HTR	7	±4.192 ha
4	Partnership	1	±4.000 ha
5	Indigenous Forest	-	-
	Total Amount	39 Units	±67.210 ha

Source : Governor's explanation in the seminar "Restoring Forest Land for the People" Pekanbaru, July 2, 2018

Based on the table 2, it can be seen that there are 21 units of Village Forest with Village Forest Management Rights (HPHD) with an area of ± 53,120 ha, while Community Forests with permits granted are IUPHKm or Community Forest Utilization Business Permits there are about 10 units with an area of ± 5,898 ha. While Community Plantation Forests, with permits granted are IUPHHK-HTR or Timber Forest Product Utilization Business permits - Community Plantation Forests, there are about 7 units with an area of ±4,192 ha, and Forestry Partnership, Forestry Partnership Protection Recognition there are about 1 unit with an area of ±4,000 Ha.

The authority of the Regional Government in this case Riau Province and the holders of HPHD, IUPHKm and IUPHHK-HTR in the implementation of Social Forestry Based on the Regulation of the Minister of Environment and Forestry of the Republic Number 9 of 2021 concerning Social Forestry Management, among others: (1) Delegation of HPHD is carried out provided that the province concerned has included social forestry in the regional mid- term development plan or has a governor's regulation on social forestry and has a budget in the regional revenue and expenditure budget; (2) Preparation of Village Forest Management Plans or Business Work Plans for IUPHKm and IUPHHK-HTR holders or drafters of cooperation agreements or drafters of the use of traditional knowledge can be assisted by Pokja PPS or local forestry extension workers (Article 52 paragraph (5)); (3) HPHD, IUPHKm, and IUPHHK-HTR are valid for a period of 35 (thirty five) years, are evaluated every 5 (five) years and cannot be inherited (Article 53 paragraph (1)); (4) HPHD, IUPHKm and IUPHHK-HTR holders are required to: (a) protect their area from environmental destruction and pollution; (b) mark the boundaries of its working area; (c) prepare Village Forest Management Plans, Business Work Plans, and Annual Work Plans, and submit implementation reports to the grantor of rights or permits; (d) planting and maintaining forests in their working areas; (e) implementing forest product administration;

(f) paying the forest resource provision; (g) maintaining forest functions; and (h) implement forest protection (Article 59 paragraph (1)); (5) Facilitation at the proposal stage, institutional strengthening, capacity building including business management, formation of cooperatives, working area boundaries, preparation of village forest management plans, business work plans, and annual work plans, forms of forestry partnership activities, financing, post-harvest, business development and market access (Article 61 paragraph (2)); and (6) The government facilitates forest and land rehabilitation programs/activities, soil and water conservation, biodiversity conservation, conservation-based community empowerment, sustainable forest management certification and/or timber legality certification (Article 61 paragraph (4)).

Based on the National Indicative Map of Social Forestry Allocation (PIAPS), Riau Province received an allocation of Social Forestry covering an area of 1.42 million hectares, becoming one of the areas that received the largest allocation of Social Forestry in addition to 4 other provincial areas, namely Papua Province which received an allocation of Social Forestry covering an area of 1.88 million hectares, West Kalimantan Province which received an allocation of 1.56 million hectares of Social Forestry, Central Kalimantan Province which received an allocation of 1.51 million hectares of Social Forestry and West Sumatra Province which received an allocation of 776.7 thousand hectares of Social Forestry. For Riau Province, from the allocation of 1.42 million hectares of Social Forestry, forest management patterns can be carried out in the Village Forest, Community Forest, Community Plantation Forest, Partnership and Customary Forest schemes.

Based on the forest area, the Riau Provincial government must reserve an area for Social Forestry allocated in the PIAPS Map of 1.42 million hectares. Thus, through the medium-term policy of the Riau Province (RPJMD 2014- 2019) the implementation of social forestry has been established. Until the end of 2016 the realization of Social Forestry in Riau Province only reached 2.6% or an area of 36.98 hectares. This means that the government has the responsibility to realize social forestry by the end of 2019 covering an area of 1.38 million hectares. The realization of social forestry is carried out through a village forest scheme of 32,666 ha, community forestry of 128.5 hectares and through a community plantation forest scheme of 4,192 hectares, as presented in table 1 at the beginning. Even until mid-2018, only 67,210 ha of social forestry had been allocated, leaving around 1.35 million hectares, meaning that to achieve this target, the government has a responsibility for another year and a half to realize social forestry by the end of 2019.

The lack of implementation of social forestry in Riau Province is caused by several factors, including; difficulty determining the location of land, sometimes the land given to the community is very difficult to reach, too far from community settlements and limited road facilities to open it and so on while the community is difficult to fulfil [12], the commodities offered to the community are not of economic value, the planned activity programs are not specific to social

forestry, and the minimal budget allocation for social forestry activity programs. If it refers to the target of social forestry in West Sumatra covering an area of 776,713 hectares with a budget requirement of IDR 30.6 billion. That is, with the social forestry target in Riau Province being larger (1.42 million ha), then at least the budget needs can be met reached IDR 39.5 billion for the implementation of social forestry in Riau Province [13].

Therefore, if you hope that community participation in forest management, especially in the management of Village Forests, Community Forests, Community Plantation Forests, Partnerships and Customary Forests can be maximized, it is necessary to empower local communities or customary law communities. As the main actor in social forestry which so far is considered very minimal, both involvement in policy formulation and assistance and forest utilization at the site level.¹⁸ Whereas this is important to improve the welfare of local communities or customary law communities, environmental balance and socio-cultural dynamics in the form of participation, both through regulations and local government policies.

The role of the community can be carried out, if there is political will from the local government which is realized in the form of regulations, policies, budgeting and implemented. The community component alone will not be enough if it is not supported by the government and other components, namely regulations and policies.

III. CONCLUSION

Social forestry as regulated in the Regulation of the Minister of Environment and Forestry Number 9 of 2021 concerning Management of Social Forestry which was previously regulated in the Regulation of the Minister of Environment and Forestry Number: P.83/MENLHK/SETJEN/KUM.1/10/2016 concerning Social Forestry is a management sustainable forest implemented in state forest area or private forest/customary forest carried out by local communities or customary law communities as the main actors to improve community welfare, environmental balance and socio-cultural dynamics in the form of Village Forests, Community Forests, Community Plantation Forests, Forests Customs and Forestry Partnership. The purpose of social forestry is to improve the welfare of the community or customary law communities through a process of community empowerment by adhering to aspects of forest sustainability and sustainability.

However, until now the implementation of social forestry is still far from expectations, until the end of 2020 entering 2021 the government can only realize 4.2 million hectares of land for social forestry, which was originally targeted at 12.7 million hectares through the allocation of Community Plantation Forest Permits, Village Forest, Community Forest, and Customary Forest and Partnership. Similarly, what happened in Riau Province, based on the National Indicative Map of Social Forestry Allocation (PIAPS), Riau Province received an

allocation of Social Forestry covering an area of 1.42 million hectares but in its implementation only \pm 67,210 ha was realized.

The many obstacles and problems in the realization of social forestry so far include: (1) not yet maximally active community empowerment in the realization of social forestry; (2) bureaucratic services have not been maximized in supporting the running of social forestry (knowledge and assistance); (3) the lack of political support from the Provincial and Regency/Municipal Governments for the Social Forestry Program so far; (4) lack of production equipment and infrastructure (communication and transportation) to support social forestry; and (5) the lack of capacity for product and market innovation development for forest products and environmental services.

Thus the effort that needs to be done, including (1) the empowerment of the community actively in social forestry embodiment; (2) it is necessary to increase the capacity of knowledge and assistance in realizing social forestry; (3) the need for political support from the Provincial and Regency/Municipal Governments for the Social Forestry Program in terms of rules, policies and budgets; (4) it is necessary to provide production equipment and infrastructure (communication and transportation) to support the running of social forestry; and (5) capacity building for product and market innovation development for forest products and environmental services.

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