ANALYSING THE FORMAL CAPACITY OF THE CENTRAL GOVERNMENT'S FOREST BUREAUCRACY IN SOLOMON ISLANDS.

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Makassar, Juli 2021

Yang Menyataka

(Arapa'asi Samantha)

PREFACE

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The Solomon Islands have experienced severe forest loss and degradation in the past decades due to illegal and unsustainable logging practices. The Ministry of Forestry and Research of the Solomon Islands Government is responsible for the overall management of the forest resources. The study aims to analyze the formal bureaucratic capacity of the Solomon Islands forestry on governing forest-related issues. The study was categorized into 4 domains namely, organization structure, formal tasks and responsibilities, budget availability, and stakeholder collaborations. The documentary review method was used to provide information on the organization's structure, financial statements, and the services and tasks carried out by the organization. Interviews were used to collect data through online calls.

The study shows that the bureaucracy has a formal structure with a clear description of its divisions and functions. Lines of communication and responsibilities are clearly defined. There is an annual budget from Solomon island's government. The organization has collaborated with other stakeholders and development partners in projects and training. The challenges and weaknesses the organization has faced are limited support services and logistics, Poor Communication and IT equipment and services, incomplete budgets and Poor working culture and coordination teamwork, Poor supervision and management.

Keywords: forestry bureaucracy ,forest governance,formal bureaucratic capacities,central government.

ABSTRAK

Arapa'asi Samantha (M111 14 801). Menganalisis Kapasitas Formal Birokrasi Kehutanan Pemerintah Pusat Kepulauan Solomon Di Bawah Bimbingan Muhammad Alif K.S dan Emban Ibnusyd Mas'ud.

Kepulauan Solomon telah mengalami kehilangan dan degradasi hutan yang parah dalam beberapa dekade terakhir karena praktik penebangan ilegal dan tidak berkelanjutan. Kementerian Kehutanan pemerintah Kepulauan Solomon bertanggung jawab atas pengelolaan sumber daya hutan secara keseluruhan. Penelitian ini bertujuan untuk menganalisis kapasitas birokrasi formal kehutanan Kepulauan Solomon dalam mengatur isu-isu terkait hutan. Penelitian ini dikategorikan ke dalam 4 domain yaitu, struktur organisasi, tugas dan tanggung jawab formal, ketersediaan anggaran, dan kolaborasi pemangku kepentingan. Metode tinjauan dokumenter digunakan untuk memberikan informasi tentang struktur organisasi, laporan keuangan, dan layanan dan tugas yang dilakukan oleh organisasi. Wawancara digunakan untuk mengumpulkan data melalui panggilan online.Penelitian tersebut menunjukkan bahwa birokrasi memiliki struktur formal dengan gambaran yang jelas tentang divisi dan fungsinya. Jalur komunikasi dan tanggung jawab didefinisikan dengan jelas, dan ada bajet tahunan dari pemerintah.

Organisasi telah berkolaborasi dengan stakeholder dan mitra pembangunan lainnya dalam proyek dan pelatihan. Tantangan dan kelemahan yang dihadapi organisasi adalah layanan dukungan dan logistik yang limited, Komunikasi dan peralatan dan layanan TI yang buruk, bajet yang tidak lengkap dan Budaya kerja dan koordinasi kerja tim yang buruk, Pengawasan dan manajemen yang lemah.

Kata kunci: birokrasi kehutanan, tata kelola hutan, kapasitas birokrasi formal, pemerintah pusat.

I.INTRODUCTION

1.Background

Forests cover nearly 80% of the land area of the Solomon Islands. Primary forests make up half of the country's forest area, and only 1% are plantations (FAO, 2015). The forest of solomon islands are divided in six different types namely, Lowland rainforests,hill forests,montane forests,fresh water swamp and riverine forests,Saline swamp forests,and grassland and other non-forest areas (MFEC 1995). Solomon Islands plantation estate (2011) is estimated to comprise some 35,600 ha of land, almost 80% of which is industrial plantation and located in Western Province. Solomon Islands has an estimated 4,500 species of plants, and thus recognized as a Centre of Plant Diversity. Out of the 4,500 spcies 3200 are known to be native (MOF,2015). The majority of solomon islands forests is under customary ownership with only small portion in the provincial headquaters,Honiara and other areas belong to the state (MOF,2015).

Forests Resources is important to Solomon Islands. People have depended on the forest for their livelihood and sustenance. Over the past decades, Solomon Island relied heavily on the harvesting of commercial timber trees for export and other forest development activities that resulted in degradation due to unsustainable logging, commercial agriculture and infrastructure development.During the past 20 years, both the resource owners and Solomon Islands Goverment rely heavily on Forest resources in a form of royalty for income and round log export for revenue. The rate of unsustainable havesting of forest resources in very high is solomon islands, Experts believe that it is more than the rate the forest can grow in a year.Previous forest resources inventries indicated that by 2020 and beyond,most of the commercial native forest of solomon islands will be disappeared or finished. This will affect landowner income as well as government revenue(MOF,2015) . Forest cover in the Solomon Islands has decreased from 80% in the 1990s to 76% today indicating a significant loss in biodiversity (FAO,2015). There is urgent need to establish appropriate policies and management framework to promote and implement sustainable

Forest Management initiatives to ensure the continuous benefit to perpetuity (MOF,2015).

The Ministry of Forestry and Research of the Solomon Islands Government is responsible for the overall management of the forest resources. The Mission of the Ministry of Forestry and Research is to utilize, conserve and manage the forest resources for the continuing benefit to the environment and the people of Solomon Islands.The Vision is to become a highly respected forest agency with the professional competency to manage the forest resources of Solomon Islands in perpetuity.(MOF,2015). With MOF being the main bureaucratic responsible for the overall management of Solomon Islands forests resources it is important to know their formal tasks and responsibilities on governing forests related issues.

1.2 Objective

The objective of this research are:

1.2.1 To analise the formal bureaucratic capacity of the central government's forestry on governing forest related issues.That includes

i. Formal tasks and responsibilities
ii. Structure of the organization and
iii. Budget avaialability and other non-SIG donors and stakeholder cooperations.

II. LITERATURE REVIEW

2.1 Solomon Islands background

Solomon Islands is a double chain of Islands located in Southwest Pacific.It located between 155o 30' and 170o 30'W longitude and between 5o 10'and 12o 45S latitude.The country consists of vairous islands with rugged mountains and low-lying coral atolls.There are six major Islands namely Choiseul,New Geogia,Santa Isabel,Guadalcanal,Malaita,and Makaira.The easten outer islands of Solomon Islands are located close to the nothern end of Vanuatu, and the Western Islands are located close to Papua New Guinea. There are 990 islands in Total.The land mass covers approximately 28,000 square kilometres.These islands are intersected by deep and narrow valleys and are mostly covered with tropical rainforests (Whitmore 1969).

The Solomon Islands population of 598,860 (SIG,2015),With a population density of 21 people per square kilometre.Solomon Islands are predominantly Melanesians with 94.2 percent, Polynesians with 3.7 percent and Micronesians with 1.4 percent and others, 0.7 %(MOF,2012). According to the Central Bank of Solomon Islands,(2017), the population is growing at a rate of 2.7% per annum.The culture is quite diverse, evidenced by more than 65 different languages. Pidgin is the lingua franca and English is the official language for business, communication and all formal education. More than 80% of the population is settle in the rural areas and they depends entirely on natural resources for their livelihood.(MOF,2012).

The economy of solomon Islands is base primarily on natural resources mainly Forestry,Fisheris,Agriculture and mining.Most of the country's revenue derives from exports of raw maretails such as timber,fish ,copra,cocoa,oil palm and minerals(FAO,2009). In 2017, the country's GDP stands at SBD 4,908 millionwith 3.7% growth(CBSI, 2017).

The Solomon Islands adopts a democratic parliamentary system of government with three independent entities:legislature(Parliament),executive

(Government) and judiciary (court).Through a democratic process, the people elect their representatives into parliament every four years.The parliament then choose a government to govern the affairs of the country through electing a Prime Minister (PM). The Prime Minister then chooses his ministers to form a cabinet which is the central decision-making body of the government.Established ministries of the government are responsible for the implementation of policies and decisions made by the government. For example, the ministry of forestry is responsible for issues related to forest laws,administration and management, licences, research ,extension and development.(FAO,2009).

2.2 Forests and resources of Solomon Islands

Forests cover nearly 80% of the land area of the Solomon Islands, and majority are privately owned. The annual rate of deforestation has remained at around 0.2% for the past few decades. Primary forests make up half of the country's forest area, and only 1% are plantations (FAO, 2015).

2.2.1 Natural Forest Types

There are six distinct forest type in solomon Islands, which differ in magnitude from one province to another.The six forest types are: Lowland rainforests,hill forests,montane forests,fresh water swamp and riverine forests,Saline swamp forests,and grassland and other non-forest areas (MFEC 1995).

Grassland and other non-forest areas consist mainly of non-tree species,mainly herbaceous species. predominant species includes Imerata cylindrica,Dicranoptera linnearis and Themeda australis.Example of commonly occuring species are Mimosa invisa,Morinda citrifolia,Saccharum spontaneum,Polygala paniculata and Timonius timon.(FRA,2010)

Saline swamp forests are found in estuaries and foreshores. Species of this forest type includes ;Barringtonia asiatica,Caloplyllum inophyllum,Casuarina equisetifolia,Teeminalia catappa,Intsia bijuga,Inocarpus fagifer,Pandanus spp,

Barringtonia racemosa and mangrove species.This group of species also known as the Indo-Pacific Strand Flora (Whitmore 1966).

Freshwater swamp and riverine forests are commonly found in poorly drained land at low altitude withh little micro-relief.species such as Inocarpus fagifer,Mextroxylon salomonnense,M. Sagu,Barringtonia racemosa are found here,some important timber species such as Terminalia brassii and Dillenia salomonensis are aslo found here.(MOF,2015)

Lowland rainforests are forests at altitudes up to 5-70 m.Dominant species in this forest include timber species such as Campnosperma brevipetiolata, Dillenia salomonensis, Endospermum medullosum, Pametia pinnata, Gmelina moluccana,Elaeocarpus sphaericus and Vitex cofasus.Most indigenous fruit trees are also found in this forest including Canarium spp, Syzygium malaccensis,Magnifera minor,Spondius dulce,Barrintonia procera,B. Edulis, Artocarpus altilis, Gnetum gnemon, and Burkella obovata.(MOF,2015)

Hill forests occur at altitudes of 400-600 m and on well-drained soils and exhibits complex structure with varying tree heights and canopy density.species forming this forest include Pometia pinnata,Gmelia moluccana,Elaeocarpus sphaericus,Campnosperma brevipetiolata,Dillenia salomonensis,Endospermum medullosum,Parinari salomonensis,Terminalia calamansanai, Schizomeria serrata,Maranthes corymbosa,and Vitex cofasus. fruit trees such as Artocarpus altilis, and Gnetum gnemon are also present(MOF,2015)

Montane forests are found generally above 600 m,on ridge tops and mountain summits but can found in lower elevations under harsher conditions.These are characterised by a dense and compact canopy with small lighter tree crowns. Species in this forest type include Callophyllum kajewskii, Callophyllum pseudovitiense, Eugenia spp., Dacrydium spp., Pandanus spp., Racembambos scandens and ferns.(MOF,2015)

2.2.2 Plantation Forests

The total Solomon Islands plantation estate(2011) is estimated to comprise some 35,600 ha of land, almost 80% of which is industrial plantation and located in Western Province. The dominant industrial plantation species are Eucalyptus deglupta and Gmelina arborea, which are used for plywood and other relatively low value industrial applications. Potentially high value species, such as Teak (Tectona grandis) and Mahogany (Swietenia macrophylla), are the main species established in village plantations and some areas of industrial plantation.(MOF,2015).

Villagers have also established forest plantations in varying sizes. Commercial forest plantation companies, such as Kolombangara Forest Products Limited (KFPL) and Eagon Resources Ltd. have also assisted villagers in Kolombangara and Choiseul respectively to plant trees. Planting in villages concentrates on high valued species and relatively easy to grow species such as teak and mahogany.(MOF,2015).

Solomon Islands has an estimated 4,500 species of plants, and thus recognized as a Centre of Plant Diversity. Out of the 4,500 spcies 3200 are known to be native.The known plants are mostly made up of 2763 species of angiosperms,and 22 species of gymnosperms and 367 species of pteridophytes.Sixteen (16) species have been listed under the IUCN Red Data list as threatened. Several other species continue to be threatened. These include ebony, rosewood, rattan and some palms. Solomon Islands has some 402 known species of amphibians, birds, mammals and reptiles according to figures from the World Conservation Monitoring Centre. Of these, 20.9% are endemic, meaning they exist in no other country, and 11.7% are threatened.(SIG,2011).

2.3 Forest ownership in Solomon Islands

Around 80% of the total area of Solomon Islands is under forest cover, and the majority of this forested land mass is under customary ownership with only a small portion in the provincial headquarters, Honiara city and other areas belonging to the state.The prevailing traditional system of land ownership provides a welfare safety net for the vast majority of Solomon Islanders.

Customary land tenure also supports the country's robust village-based subsistence gardening. At the same time, customary ownership is regarded as a major constraint to large scale development. Often it is problematic, costly and fraught with uncertainty due to the inevitable and often multiple disputes that arise between owners and developers, or between different landowner groups. Equally problematic is when the land is set aside for other public purposes, such as management of watersheds, protection of sites of special interest, or conserving environmentally-sensitive areas. While the national government has the power of compulsory land acquisition, using this power is regarded as undermining values of customary right of the people and gains political unpopularity. Thus this authority has only been used occasionally, to acquire property for such purposes as roads, schools, and health centers (MOF,2015).

Traditionally, there is no distinction between land and forest ownership, since forests are considered an integral part of the land. Thus, it is generally appreciated that anyone who has no land – or is caused to have no land – is a poor person. Provisions protecting customary ownership are enshrined in the Solomon Islands Constitution.(MOF,2015).

There are two land tenure systems in Solomon Islands: (a) the customary land tenure system, and (b) the registered (alienated) land tenure system. Under the customary land system, land is not normally surveyed for registration, although the landownership is recognised by law. However, because land boundaries are not properly demarcated with survey pegs, people have often disputed the land boundaries based on their knowledge of the area. As such, it has been invariably problematic when it comes to mapping of the area to fulfil legal requirements to obtain a logging license and the right to log a forest.(MOF,2015).

2.4 The Theory of Bureaucracy

Acooring to the bureaucratic theory of max weber,bureaucracy is an organisation system design to improve the organization's performance efficiency and economic effectiveness.It is a sysytem for management and it's administration to bring an organisation's power structure into focus. Bureaucracy refers to the possessing of control over a group of people or activities through

knowledge, power or authority.Max Weber's six characteristics of bureaucratic theory are; i) There is a formal Heirarchy structure,Officers are organised into hierarchical layers, Each level controls the levels below and is controlled by the level above. Authority and responsibilities are clearly defined for each position, ii) job specialization,tasks are divided on the basis of specialisation, there is clear definition of authority and responsibility, iii)Formal selection of officers based on abilities and qualifications acquired through education,training and experience,iv) formal rules and regulations, all administration processes are governed by official rules,v)impersonal, Official positions are free from personal involvement, emotions and sentiments vi) career orientation, Employees of a bureaucratic organisation are selected on the basis of their expertise. (Weber, M. 1958)

According to Weber's bureaucratic theory three types of power can be found in organizations; traditional power, charismatic power and legal power.In traditional power is legitimated by the sanctity of tradition. The ability and right to rule is passed down, often through heredity .Charismatic power is based upon the perceived extraordinary characteristics of an individual.In legal power all the employee need to follow a consistant set of prinsiples.(Weber, M. 1958)

The benefit of a bureacracy is that large organisations with many hierarchical layers can become structured and work effectively. It is precisely the established rules and procedures that allows for high efficiency and consistent execution of work by all employees. All this makes it easier for management to maintain control and make adjustments when necessary. Bureaucracy is especially inevitable in organisations where legislation plays an important role in delivering a consistent output.(Mulder,P,2017)

The disadvantages of bureaucracy includes; one way communication, from top to bottom level of management.Exploitation of power,higher authority managers can misuse their power to meet their own interest. large amount of red tape, paperwork, many desks, certain office culture and slow bureaucratic communication due to its many hierarchical layers.Bureaucracy is also extremely dependent on regulatory and policy compliance. This restricts employees to come up with innovative and creative ideas. (Mulder, P,2017)

2.5 The forest bureaucracy of Solomon Islands

The Ministry of Forestry and and research is the government ministry responsible for the overall management of the Solomon Islands forest resources.

In 1944-1948, Mr .F .S Walker of the Malayan Forest Service was appointed to survey the timber resources of SI to justify establishment of the Forestry Department. A Protectorate Forestry Department was funded in 1949 from Colonial Development and Welfare funds, for the protection and utilisation of timber resources. (Walker 1948, 1962; AR 1955-1956, 5-6) A Forestry Ordinance was enacted in 1960 to protect valuable forest tracts from destruction by cultivation or settlement, and to control the working of privately owned forests where the ownership of the land was clear. Surveys were then underway to ascertain the total forestry reserves.In 1952 the government appointed J Logie to initiate the forestry department and commence drafting legislation.Logie again emphasized the need for the government to have greater control over the forest.He left the department in 1955 and was replaced by K W Trenaman the following year.Trenaman prioroty was the establishment of productive forest estate on about 10 percent (about 3000 square kilometers) of the estimated area of the protectorate and due course,the reservation of tracts of forested land for soil and water conservation (BSIP FD 1956-1958,1963). Trenaman believe that the productive sector of the estate should be on public or government land because customary land holding-with it's several layers of use rights,fluid and uncertain,would pose serious management problems especially when it came to reforestation after logging,1960-1978 under the department of agriculture and forestry,Mr. K.W Trenaman was fully in charge of Forestry department as chief Forester.1979–1983 The forest department is under the Ministry of Natural Resources. The roles and functions of the current Ministry is under the Forestry Division. In 1984-2005 it became the ministry of environment and conservation.2005-2015 ministry of forest and research became a ministry of its own. (MOF,2015).

The Mission of the Ministry of Forestry and Research is to utilize, conserve and manage the forest resources for the continuing benefit to the environment and the people of Solomon Islands.The Vision is to become a highly respected forest

agency with the professional competency to manage the forest resources of Solomon Islands in perpetuity.(MOF,2015).

2.4.1 **State of forest management of solomon Islands**

The Ministry of Forestry (MOF) of the Solomon Islands Government is responsible for the overall management of solomon Islands forest resources. Further, the government produced an item of legislation – the Forest Act 1999 – which provides for the conservation of forests and the improved management of forest resources, control of timber harvesting, encouragement and facilitation of sustainable forestry activities, establishment of plantations, and domestic processing of timber. The Forest Act 1999 was passed in Parliament, but was not gazetted, thus it cannot be enforced. A review of the Act was carried out and the Forests Bill 2004 was produced, but is yet to be presented in Parliament. Once the Forests Bill 2004 is enacted, it will repeal and replace both the Forest Resources and Timber Utilisation Act and the Forest Act 1999. The Forestry Bill 2004 provides for the conservation of forests and the improved management of forest resources, control of timber harvesting, encouragement and facilitation of sustainable forestry activities, establishment of plantations, and, domestic processing of timber.(FAO,2009).

The extent to which the forest resources are managed in a sustainable manner is effectively limited. For example in 2004, it was reported that around 1 million m3 of logs were harvested, in contrast to the sustainable harvest estimated at around only 200,000 m3. In 2007, round log exports increased by 28% to 1,446,003 m3, from 1,130,365 m3 in 2006 (CBSI 2007). Such a rate of log exports is a reflection of the heavy reliance on the forest sector through logging by successive governments. Moreover, the Forest Resources and Timber Utilisation Act which was consolidated in 1969 is outdated and does not cater for modern conventional logging practices. The Ministry of Forestry continues to grant logging licences to companies and landowners to carry out logging on customary lands. There are 254 felling licences and 150 milling licences granted by the Ministry. However, only about 133 felling licences are operative.(MOF, 2014).

In 2016 and 2017, around 65% of the county's export earnings came from forestry, mainly through sale of round logs,which accounts for 20% of the state revenue(CBSI, 2017). The economic dependency onlog exports already spans over the last two decades as an effect of no significant contributions from the other sectors. In 2017, log exports reached an all-time high of more than 3.4 million cubic meters, an increase of about 21% from the previous year, and following a trend that persists since year 2000. Records of round log export was already above 1 million cubic meters in 2005(SIG, 2018), which is more than four times the sustainable rate estimated at 250,000 cubic meters per annum. At the current harvesting rate, timber resources are expected to last only 1-2 more decades before exhaustion(RAMSI, 2012).