

SUSTAINABLE FOREST POLICY IMPLEMENTATION IN KAPUAS HULU REGENCY, WEST KALIMANTAN, INDONESIA

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ABSTRACT

Forest destruction is one of the biggest problems facing Indonesia. Efforts for forest conservation are limited because forest conservation policies are often confronted with policies and other interests. The research was conducted in Kapuas Hulu District, West Kalimantan, Indonesia. The method used is qualitative descriptive analysis through interview, questionnaire, and focus group discussion (FGD). The results of the study indicate that forestry policy implementation is done by referring to forestry laws, conservation of biological natural resources and their ecosystem, environmental management, prevention and eradication of forest destruction, and management of nature reserves and natural conservation areas. A number of problems are still found in this implementation including community claims regarding the legality of forest areas that they claim overlap with indigenous forest areas, governance management between central and local governments, and low human resource capacity. A policy implementation model is a finding of this research that involves support of policy makers, local institutions, communication and synchronization, pro public public policy, community understanding, and competent state officials.

Key words: Deforestation, Forest Preservation, Human Welfare, Policy Implementation, Sustainable Forest Management.

INTRODUCTION

Indonesia is a country with a vast forest area of ±137.09 million hectares. However this area coverage keeps decreasing. Forest Watch Indonesia predicted that during the period of 1950 to 2000, deforestation occurred in 70% of primary forest in this country. High scale deforestation or forest concessions such as oil palm plantation, industrial plant forest, and wood processing were the cause of this destruction.

The damaged of forest resources have been one of the big problems faced by Indonesia. Nevertheless, one of the national development objectives, namely ensuring environmental sustainability including forest conservation, is in line with the Millennium Development Goals (MDGs). However, the ideal of assuring forest conservation has become an extinct thing as the policy of forest conservation is confronted with other policies and interests. As a result, conflict in forest management involving the state and the community is unavoidable (Awang, 2003;Rahmawati, 2013).

Forest resources have been managed with principles which were far from justice. The ideology of development adopted as the reference of development paradigm of regimes in power, particularly during the New Order era, has made forest and its products commodities have capitalist interest orientation and minimized the participation of people living in and around the forest area (Awang, 2003). Consequently, forest has no longer become a source of goodness for all parties, particularly for people who live around the forest area as the state and the community are fighting over the claim of controlling the forest

Forest policy in Indonesia is regulated in Law Number 41 Year 1999 on Forestry. Based on in this law, activities in forest management includes border management and the development of forest management, utilization, and protection plans. Yet, these activities cannot be conducted alone by Ministry of Forestry and Forestry Service Offices in regional levels. Involvement of various related institutions including forest management concession holders and local community is required. In addition, Law Number 23 Year 2014 on Local Government gives authority to local government to manage forestry affairs as an Optional Affair (Article 12 Paragraph 3).

Therefore, the implementation of local forestry policy is demanded to reach the harmonization of forestry development plan which is integrated, efficient, and synergetic with other sectors in order to achieve the objectives of regional development, namely environmental (forest) conservation and improvement of people prosperity. The previous research stated that the orientation of future policy in natural resources should be sustainable environmental economic development by synergizing environmental development (sustainable environment) and community sustainability (Rahmawati, 2013). Sustainable community allow all people to have high quality lives physically, mentally, and socially. Therefore, the intervention of state institution and introduction of technology in forest resources management should be feasible and fit local conditions. This means that local culture should be adopted.

Based on the above backgrounds, the problems were formulated as follows.

- a. How the implementation of forest management conducted by Forestry Service Offices in local levels was related to the existence of policies involving other parties including businessmen, NGOs, and community.
- b. How the model of the implementation of sustainable forestry policies synergizing environmental development (sustainable environment) and community sustainability looked like.

METHODS

The study was conducted in Betung Kerihun and Lake Sentarum National Park (TNBKDS), Kapuas Hulu Regency, West Kalimantan Province, Indonesia. Descriptive and qualitative analyses were used. The descriptive analysis was done to assess the policy implementation done by TNBKDS Center so that problems and their solutions related to this policy implementation could be revealed. Data were collected by using questionnaires.

The qualitative approach was done to obtain a comprehensive and realistic description of problems and symptoms related to policy implementation. Data were collected from interviews and focus group discussions (FGDs). Interviews were done to 10 employees of TNBKDS Center as informants. FGDs were conducted with all stakeholders including Plantation and Forestry Service Offices, Regional Development Planning Board (BAPPEDA), TNBKDS Center, District Chiefs, Village Chiefs, and Customary Community living around TNBKDS forest area.

RESULTS AND DISCUSSION

Implementation of Forest Management Policy in Kapuas Hulu Regency, West Kalimantan

Many models of policy implementations proposed by experts including the policy implementation model of George C. Edwards III (1980:9) who stated that *"In our approach to the study of policy implementation, we begin in the abstract and ask: What is the precondition for successful policy implementation? What are primary obstacles to successful policy implementation?"* in order to answer those questions, Edward III (1980:10) proposed four factors to be considered in public policy implementation. These included communication, resources, disposition or attitudes, and bureaucratic structure.

Therefore, in his policy implementation model, Edward III indicated that an implementation of a public policy would not be effective if it was not supported by the above four factors. The success of policy implementation strongly demanded the implementer to understand what to be done. Whatever the objectives and targets of a policy, they had to be disseminated well to the targeted groups in order to reduce the implementation distortion. In addition, human and financial resources strongly determined the success of the implementation. Human resources should have characters such as commitment, honesty, democratic attitude, etc. Implementers who have good characters would be able to implement the policy well as required by the policy maker. In addition, bureaucratic structure determines the success of an implementation. Standard operation is one of the important structural aspects of an organization. For all implementers, this standard is the manual for their action.

Other models of policy implementation were developed by Donald Van Meter and Carel Van Horn. Van Meter and Van Horn (in Wibawa et al., 1994:19) formulated an abstract showing the relationship between variables affecting the performance of a policy. Furthermore, Van Meter and Van Horn (in Subarsono, 2005:99) proposed six variables affecting the performance of an implementation. These included (1) standard and target of policy, (2) resources, (3) inter organization communication and activity strengthening, (4) characteristics of implementing agent, (5) economic, social, and political environment, and (6) attitudes of implementer.

In another model of policy implementation, Merilee S. Grindle (in Wibawa, 1990:127) proposed a theory of implementation as a political and administrative process. According to Grindle, the content of a policy should cover (1) interests affected by policy, (2) types of benefits to be produced (3) intended degree of changes, (4) position of policy maker, (5) program implementer, and (6) used resources. The policy content shows the position of policy maker which affects the way the policy is implemented. The context of policy affects implementation process.

The fourth cited expert is Charles O. Jones. According to Jones (1996:166), policy implementation is an activity done to operate a program by taking into consideration three main activities, namely (1) organization, reformation or restructuring of resources, units, and methods to support the program, (2) interpretation, interpreting program to right plan and direction which is acceptable and executable, and (3) application, related to the implementation of routine activities covering the procurement of goods and service.

The four models of policy implementation above can be summarized as follows.

Table 2. Variables affecting the success of policy implementation according to models of Edward III, Van Meter and Van Horn, Grindle, and O. Jones

No	Edward III Model	Van Meter and Van Horn Model	Grindle Model	O. Jones Model
1	Communication	Standard and target of policy	Interests affected by policy	Organization, reformation or restructuring of resources, units, and methods to support the program
2	Resources	Resources	Type of benefits to be produced	Interpretation, interpreting program to right plan and direction which is acceptable and executable
3	Attitudes of implementer	Inter organization communication and activity strengthening	Intended degree of changes	Application, related to the implementation of routine activities covering the procurement of goods and service.
4	Structure	Characteristics of implementing agent	Position of policy maker	
5		Economic, social, and political environment	Program implementer	
6		Attitudes of implementer	Used resources	

In their four models, the four experts shared similar and different opinions. All of them agreed about the resource variable. Three agreed on attitudes of implementer. Two proposed communication and organizational structure. About the rests of the variables, the experts shared different opinions. If the variables are put in order based on the experts' agreement, it will be found that the variables with most to least effects on policy implementation are resources, attitudes of implementer, communication, and organization (structure).

Furthermore, in order to assess how far policy implementation was conducted the above four dimensions were used and elaborated in 17 indicators/questions. The questions were made in questionnaires using the scores 1 (lowest) to 5 (highest). The questionnaires were distributed to the employees of TNBKDS Center. The results are summarized in Table 2.

Table2. Recapitulation of Respondents Assessment on Indicators of the Implementation of TNBKDS Policy

NO	INDICATOR	AVERAGE SCORE	CRITERIA
1	The policy of integrating TNBK and TNDS forest management can be implemented well	3.428571	MEDIUM - HIGH
2	Following the integration of national parks (TN) , problems in the implementation of national park forest management policy often occur	3.285714	MEDIUM
3	The policy of TN integration brings benefits to TN management	3.142857	MEDIUM
4	The policy of TN integration brings disadvantages to TN management	2.571429	INADEQUATE
5	The policy of TN integration brings socio-economic benefits to the community around TN area	3.142857	MEDIUM
6	The policy of TN integration brings disadvantages to the community who has been living long around TN area	3	MEDIUM
7	Human resources of TN Center understand well the problems faced in policy implementation	2.714286	MEDIUM
8	The number of human resources of TN Center fits its requirement	2.428571	INADEQUATE
9	Human resources of TN Center has competence (skill and education) which fits the requirement	2.714286	MEDIUM
10	TN Center authority is able to overcome all problems related to the policy of TN enlargement	2.428571	INADEQUATE
11	TN Center has full authority in forest management	2.857143	MEDIUM
12	Head of TN Center has a discretion (freedom to make own decision) to solve problems related to overlapping authority in forest management	2.428571	INADEQUATE
13	Implementation of TN policy weakens the authority of local institutions	2.285714	INADEQUATE
14	Geographical situation covering three administrative regency regions is potential to inhibit the activity of TN management	2.857143	MEDIUM
15	Geographical situation covering three administrative regency regions is potential to support the activity of TN management	3.142857	MEDIUM
16	Sociocultural condition of local community living around TNBKDS becomes constraint to TN management	2.571429	INADEQUATE
17	Sociocultural condition of local community living around TNBKDS gives contributions to TN management	3.571429	GOOD
AVERAGE SCORE		2.857142824	MEDIUM

1. Most policy areas involve the development and operation of mixes of policy tools and aims. At their most basic, policy mixes can be thought of as bundles of individual policy instruments or tools and techniques used by government in order to achieve their policy goals (Howlett, 2005).
- 2 According to Pierre (2000), "governance refers to sustaining coordination and coherence among a wide variety of actors with different purposes and objectives". The performance and effectiveness of governance structures mainly depends on how they are steered (Provan & Milward, 1995).

Over time coordination mechanisms have been gradually transformed from traditional governmental steering, characterized by hierarchical, direct top-down control towards more autonomy and self-responsibility for administrative actors and a stronger involvement of societal organizations (Kickert, 2005; Nelissen, 2002).

Resultsshowed that forestry policies in Kapuas Hulu Regency were made by referring to legislations in forestry, conservation of biological natural resources and their ecosystems, environmental management, prevention and eradication of forest destruction, and nature conservation and preservation area management. However, it was shown from the interviews that although the policy of forest management in West Kalimantan had already accommodated various interests, it was seen by the informants that community involvement, clear distribution of authority and working areas of employees were required.

In implementing their policies, TNBKDS Center still faced a number of problems. These included a claim from the community over the legal aspect of TNBKDS area which was seen as overlapped with the area of customary forest. Cases of community claim over an area were found in North Pusussibau and BetungKerihun Districts.

A community claim over the state forest as a customary forest was not a new problem. Previous study done by Rahmawati and Salbiah (2014) found that in context of forest management institution, forest management system was not seen as a representative of the existence of state regulation institution, but rather the existence of the community around the forest area with their traditional institutions which have been managing the forest in a conservable and sustainable way since long before the area was claimed as the state forest. The overlapping forest ownership and management would be more obvious and become a problem when the existence of new institution neglected the existence of others.

Another study conducted by Pradidina and Rahmawati (2013) found that based on the results of the evaluation done to the policy of empowerment of the community living around Mount HalimunSalak National Park (TNGHS) forest, there were 6 problems in forest management. One of these was low area steadiness indicating an unfinished problem particularly in the clarity of custom and state recognition over a land in the area. This low steadiness was found because there was no coordination medium and mechanism which was agreed upon by TNGHS and other parties, the economic level of the community living around TNGHS was still low, there was a degradation of natural resources and environment. Another reason was the overlapping regulations of forest management allowing every actor to claim the area as part of his authority.

With regard to overlapping claims and interests, informants were asked whether to prioritize forest interest or human interest. Their answers varied as follows.

- a. Human interest was prioritized as the existence of nature/forest was to support human life. However, the utilization of forest should be done by taking care of the conservation and sustainability of the forest.
- b. Forest interest was prioritized as it was beneficial to human life.
- c. There should be a balanced treatment to the two types of interests so that the forest could always be conserved and bring benefits to human life.

The problems found in the field were never completely solved in the center level. Respondents even thought that the freedom the Center Head had to make decision to overcome problems was lacking. This was indicated by the average score of 2.428571 under inadequate criterion. It was found from the interviews that the Center Head had discretion to make his own decision to solve problems but this right was never used. The decisions were usually made as a result of deliberation and were in accordance with the decision of the Central Government.

Problems and difficulties found in TNBKDS management have pushed the government to make policy of integrating BetungKerihun National Park and DanauSentarum National Park. This integration policy was seen by the respondents as to give benefits to national park management. This was indicated by the average score of 3.142857 under medium criterion. This meant that the control and management of national park could be done integratedly in one area so that it would be easier for the employees to control and conduct their activities. Previously, the office of DanauSentarum national park was located in Sintang Regency while the park was located in Kapuas Hulu Regency. After the integration, the office was located in Kapuas Hulu Regency so that the management and activities could be done in an easier way. Therefore, this integration was perceived to bring benefits to the management and indirectly to the socio-economiccondition of the community.

However, there were also respondents who thought that the integration did not bring any benefits or even brought disadvantages to national park management. They indicated some reasons for this. After the integration of the two national parks, the number of employees was reduced while the area size was increased. This affected the area coverage and number of people that could be served by the employees. Consequently, the ability of TNBKDS Center to monitor and supervise the national park reduced.

The area of BetungKerihun National Park is 816,693.4 hectares and that of DanauSentarum National Park is 127,393.4 hectares (total 944,086.8 hectares). Meanwhile, the number of employees of BKDS was 94. Based on the Decree of Ministry of Forestry and Environment Number SK. 1082/MENLHKSETJEN/ ROPEG/PEG.2/3/2016, the civil servants in BKDS Center consisted of 13 ecosystem control functional employees, 35 forest police officers, 1 community self-support facilitator, and 6 extension workers. With this composition, and the extensive area coverage, it was clear that the number of employees did not fit the requirement.

It was found that policy implementation by the state (TNBKDS Center, in this case) to regulate, manage, and utilize the forest was seen to be of medium criterion. This meant not all policies could be implemented well as there were some constraints found, particularly the ones related to the overlapping authority and local community claim over the forest area as a customary forest area. The policy made by TNBKDS Center has given space to local community to, along with the Center, utilize the forest. This was given in the forms of access to utilize TNBKDS, the provision of forest management right (FMR) to the community,

agroforestry empowerment, utilization of non wood forest products, and the provision of forest extension workers. However, these were not yet wholly perceived by the community as the benefits they could get from the existence of TNBKDS.

Forestry Policy Implementation Model for Sustainable Forest Management

In order to design a model of forestry policy implementation for sustainable forest management which assures forest conservation and people prosperity, data were collected from focus group discussions (FGD). FGD activities in Kapuas Hulu Regency, West Kalimantan involved participants who were considered to have knowledge and understanding in forest management policy. These participants included local government as policy maker and implementer, local community institutions, related NGOs, attentive public who had interests in sustainable forest management in Kapuas Hulu Regency. The invited attentive public were representatives of NGOs promoting sustainable forest management and education institutions. Based on the results of FGDs, a model of policy implementation was developed. This model required the existence of several factors, namely (1) support from stakeholders, (2) local customs and institutions, (3) communication and synchronization, (4) pro-people state policy, (5) people understanding, and (6) competent civil servants. These six indicators were the requirements for the implementation of policy directed to sustainable management of forest resources which assured forest conservation and people prosperity.

CONCLUSIONS/RECOMMENDATIONS

Forestry policy in Kapuas Hulu Regency were made by orientating to the development which assured economic growth and environmental conservation. This was reflected in the vision, missions, and regional spatial management plans. With this vision, what has been done by the government of Kapuas Hulu Regency would be directed to the development by utilizing available resources and at the same time stressing on environmental sustainability and conservation. Environmental sustainability and conservation were the main keywords in directing the policy of forest resources management in Kapuas Hulu Regency.

In conceptual level, the policy of forest management in Kapuas Hulu Regency has accommodated various interests. However, problems were still found in the implementation level.

In the implementation of forestry policies in Kapuas Hulu regency, particularly in BetungKerihun and DanauSentarum national parks, several things should be given attention to. Claims over the legal aspect of TNBKDS area, which was thought to be overlapped with the area of customary forest, from the community still needed to be solved. Another problem was the miscommunication with local community who thought that government policies were hurting people, neglecting cultural aspect, and inattentive to the prosperity of local community.

In order to overcome these problems of miscommunication, the government has taken some efforts. The first was integrating BetungKerihun National Park (TNBK) with DanauSentarum National Park (TNDS) into BitungKerihun and DanauSentarum National Park(TNBKDS) in order to make management coordination of the two parks easier to do. People were given access to utilize the forest through several programs including People Right to Manage the Forest (HKM), agroforestry empowerment, utilization of non-wood forest products (HHBK), and forestry extension workers (KPH).

Based on results of field data analysis, a model of policy implementation for sustainable forest management was designed by this study along with all stakeholders. Using this model, it was proposed that policy implementation would be successful the following six required indicators were taken into consideration. These indicators included support from stakeholders, local customs and institutions, communication and synchronization, state policy, people understanding, and civil servants.

ACKNOWLEDGEMENT

Financial support from Directorate of Higher Education Ministry of Research Technology and Higher Education under the PUPT Grant scheme was acknowledged. Supports from Rector of Djuanda University and all parties for this study were

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