

## **Policy Implementation in Carrying Out Forest and Land Rehabilitation in Seteluk District, West Sumbawa Regency**

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### **Abstract**

*Forest and land rehabilitation is one effort that can be made to overcome this problem. Mining activities always have positive and negative impacts. The positive impact is to spur the country's economic prosperity, while the negative impact is the emergence of environmental damage. The objectives of this research are: 1) to describe the implementation of Forest and Land rehabilitation policies in Seteluk District, West Sumbawa Regency. This research uses descriptive research with a qualitative approach, data collection techniques through interviews, observation and documentation, with key informants such as the Head of the West Sumbawa Regency LHK service, the Secretary of the Seteluk Sub District office, the Head of Kelanir Village, the head of Meraran Village. The research results show that the implementation of the Barapan Kebo cultural tourism promotion policy by the Regency government is in accordance with the policy implementation indicators according to Edward III, namely: 1) Communication, 2) Resources, 3) Disposition, 4) Bureaucratic Structure. Meanwhile, inhibiting factors are regulations, network development and funding. Community participation includes 1) planning role, 2) implementation role, 3) monitoring role, 4) evaluation role.*

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## **1. INTRODUCTION**

Forest and land rehabilitation is one effort that can be made to overcome this problem. Mining activities always have positive and negative impacts. The positive impact triggers economic prosperity of the country, while the negative impact is the emergence of environmental damage (Hidayat, 2017). Rehabilitation can be carried out through reforestation activities. Reforestation includes seeding/seeding activities, planting, plant maintenance and security (Government Regulation Number 76 of 2008 concerning Rehabilitation forests and land. According to Pertiwi et al., (2016) forest rehabilitation activities are not running optimally due to a lack of role and joint coordination between communities in monitoring activities. The level of education influences the success of implementing land rehabilitation and soil conservation, although this does not guarantee that higher education has a high level of awareness in carrying out soil and water conservation (Jariyah 2014). Forest and land rehabilitation is an effort to restore, maintain and improve the function of forests and land so that their carrying capacity, productivity and role in supporting life support systems are maintained (Setiawan et al., 2020).

Communities play an important role in forest and land rehabilitation activities. They can help in the reforestation process, replanting plants, and maintaining rehabilitated land. Apart from that, communities can also be agents of change in promoting sustainable practices in the use of natural resources. Nawir et al., (2008) stated that community involvement should be a stimulus for community participation and a driver for the success of forest rehabilitation. According to Njurumana et al., (2010) Forest and land rehabilitation has an important role in increasing the benefits of environmental services in supporting farming activities and restoring soil fertility.

## 2. RESEARCH METHOD

This research uses descriptive research with a qualitative approach, data collection techniques through interviews, observation and documentation, with key informants such as the Head of LHK West Sumbawa Regency, the Secretary of LHK West Sumbawa Regency, the Head of Seteluk District, the Head of Meraran Village, the Head of Kelanir Village in carrying out forest rehabilitation and Land in Seteluk District.

## 3. DISCUSSION

To analyze policy implementation and the obstacles that influence it, a theoretical approach developed by Edward III (1980) is used:

### 1) Communication

#### ❖ Transmission

Policy communication at the LHK Service regency Sumbawa towards Rehabilitation forests and land in Meraran Village and Kelanir Village in Sateluk sub-district as based on interviews with the head of the LHK service Regency West Sumbawa dated July 20 2024 stated that:

*"In order to fulfill the obligations of holders of Borrow-Use Forest Area Permits and Approval in Principle of Borrow-Use Forest Areas, it is regulated based on Minister of Forestry Regulation Number: P.16/Menhut-II/2014 dated 10 March 2014 concerning Guidelines for Borrow-Use Forest Areas in article 20 paragraph (1) point 5 regarding the obligations of holders of approval in principle for the use of forest areas. Guidelines and references for implementing the planting of Watershed Rehabilitation locations for holders of Forest Area Borrow-Use Permits (IPPKH) are regulated based on the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number P.59/Menlhk/Setjen/Kum.1/10/2019 dated 16 October 2019 concerning Planting in the Context of River Watershed Rehabilitation which is a revision of the Minister of Environment and Forestry Regulation Number: P.89/Menlhk /Setjen/KUM.1/11/2016 dated 22 November 2016 concerning Planting Guidelines for Borrow-to-Use Forest Area permit holders in the context of River Watershed Rehabilitation."*

Policy Communication as mentioned above is communication between regional governments and the central government regarding policies Rehabilitation Forest and land covering an area of 527 hectares located in the Meraran village area and Kelanir village in the sub-district area. This is necessary to communicate so that there is no gap with stakeholders, both agencies and departments horizontal or vertically. The existence of a gap in bureaucratic levels causes transmission to be hampered because there is a fairly long transmission sequence from the leadership level to the executive level. Apart from that, transmission barriers are caused by differences in position within the bureaucratic structure (superiors and subordinates).

❖ Clarity

So that policies are not hampered, clarity is needed in communicating policies to policy objects, both with the sub-district head and village heads as well as communities affected by the policy, as in our interview with the Seteluk sub-district head regarding clarity in implementing public policy on July 21 2024 which stated: *"Rehabilitation Policy for Rehabilitation of Forests and land in river basins in the Seteluk sub-district area. We as the sub-district government must be able to communicate clearly in accordance with local culture and customs. Clarity in communication is needed so that regional government programs can run optimally."*

What program delivered by the sub-district head is a top-down communication pattern from leader areas to the community, especially Forest Farmer groups, who will execute forest and land rehabilitation programs and activities.

❖ Consistency

Deep consistency implementation forest and land rehabilitation policy as stated in the Regulation based on Minister of Forestry Regulation Number: P.16/Menhut-II/2014 dated 10 March 2014 concerning Guidelines for Borrowing and Using Forest Areas in article 20 paragraph (1) point 5 regarding the obligations of holders of approval in principle for the use of forest areas. Guidelines and references for implementing planting in the Watershed Rehabilitation location which is the irrigation area of the Bintang Bano DAM. The results of our interview with the Meraran Village Head on July 25 2024 stated:

*"Meraran Village is a location determined based on the regent's decree regarding the determination of the Forest and Land Rehabilitation area in the river basin area which will be support community economy to do empowerment forests whose condition is very worrying encroacher wildly"*

Rehabilitation of Forests and Land for replanting as a result of encroaching Illegal farming is a concern for village leaders and figure community because forests are part of the ecosystem and provide water reserves and can provide economic benefits for the community around Forest.

The head of Kelanir Village, in our interview on July 25 2024, further stated: *"The determination of the Kelanir Village area as a Forest and Land rehabilitation area must be in accordance with statutory regulations both at the central and local levels. level area. Because forest and land rehabilitation is not only the responsibility of the government alone but also a collective responsibility between community village government because the benefits will be felt together"*

Consistency in communicating policies will have a very significant impact on whether or not a policy works at a good level government central and at local government level. Deep consistency in communicating a policy is a very important thing important for the success of a program.

Bureaucrats tend to communicate policy messages using bureaucratic terms that are difficult for ordinary people to understand, besides that most bureaucrats do not have the skills of public *speaking* so that the policy message is not communicated clearly. As a result, misperceptions and multiple interpretations occur, so that the implementing level often maneuvers the message of a policy, both positive and negative maneuvers. Communication carried out by elite bureaucrats is often inconsistent, inconsistencies can be caused by elements of inadvertence

(forgetting) or on purpose. Inconsistencies are deliberately caused by high political influence in the policy formulation process which results in deviations and policy changes due to the influence of political elites.

## 2) Resource

### ❖ Staff

Bureaucratic resources to execute Forest and Land Rehabilitation policies in Meraran Village and Kelanir Village, Seteluk sub-district is required policy resources as is said by the West Sumbawa Regency Environment and Forestry Secretary from the results of our interview on August 26 2024 stated:

*"In order to realize policy Forest and land rehabilitation in Meraran and Kelanir villages really requires human resources, infrastructure and budget resources. To fulfill human resources, we coordinate with sub-district and village authorities, especially villages in the river basin or watershed area which we call the Sateluk watershed."*

To realize the forest and land rehabilitation program in the sub district Seteluk, the West Sumbawa district LHK Service coordinates with the Seteluk KPH sector, the Agriculture Service, the PUPR Service as well as with sub-districts and villages regarding the communities that benefit from the results of forest and land rehabilitation.

The unequal distribution of human resources (both quantity, quality and unclear career patterns), existing staff tend to only have technical competencies related to forest management and inherit the behavior of old bureaucrats. There are no human resources who have the competency to carry out social engineering/conflict resolution to support the success of rehabilitation and reclamation, especially in areas where there are land conflicts. The existence of resistance to renewal/new breakthroughs and more use of knowledge that is chosen by oneself and is already believed to be true causes a sunk cost effect in the implementation of forest rehabilitation and reclamation policies (Diamond 2005). There is still an opinion that forest rehabilitation and reclamation activities are only limited to farming activities and tend not to consider non-technical factors in supporting the success of these activities (Kartodihardjo 2006; Persaki 2006).

### ❖ Information

Inform that given to the community must be right on target considering forest and land rehabilitation activities need the budget No starting from the planning process, implementing activities, monitoring and evaluation of a policy. This is in accordance with the results of our interview with the Selukuk sub-district head on July 26 2024 which stated:

*"The information we convey to the community, especially forest farmer groups, must be in accordance with plan programs and program objectives so that the budget that has been disbursed by both the central government and regional governments is not wasted regarding the rehabilitation of forests and land in our region, such as the coordinate points of the land, the area of land that will be rehabilitated and manpower required as well as the available budget"*

Information is important in supporting the effectiveness of implementing a policy. The lack of effective outreach, both to implementers in the field and the community, has resulted in low participation by the community and other related stakeholders, in addition to the lack of transparency/openness of information, for example information regarding the location of critical land. This resulted in this happening asymmetric information that creates gaps, so it is often used by unscrupulous individuals to become material for transactions that cause high

transaction costs in forest rehabilitation and reclamation activities (Jensen & Meckling 1976).

❖ Authority

Authority concerning the authority and roles held by each level of government, as the results of our interview with the Head of West Sumbawa Regency LHK Office stated:

*"We must have a policy and program adjusted with levels of authority. Rintah In forest matters, full authority lies with the central government which is delegated to the provincial government so that the function of KPH plays an important role in managing forest. However, the LHK service really needs to coordinate and synchronize programs and planning related to handling critical forests in river watersheds. In West Sumbawa we have a mutual cooperation plan where the relevant agencies will coordinate and synchronize programs for development objects, especially those related to forest and land rehabilitation".*

The lack of clarity in authority results in a gap between the central and regional governments and there is still overlapping authority in policy implementation. This has implications for program asymmetry and tends to be sectoral in nature, resulting in ineffective policy implementation. Forestry development programs, whether carried out by the central government or regional governments, are still partial, so the tendency is that one program does not support the other program (Kartodihardjo 2006).

❖ Facility

Facilities including facilities and infrastructure play an important role in the success of policies And Forest and land rehabilitation program. Adequate budgeting starts from the land planning process, implementation, monitoring and evaluation of results rehabilitation Is it in accordance with the planning and involvement of communities who will take part in forest and land rehabilitation activities, as conveyed by the Head of West Sumbawa Regency LHK Office, the results of an interview on July 26 2024 stated:

*"The land area reaches 527 ha, of course it will need supporting facilities and infrastructure related to human resources, machine resources and budget preparation adequate related to the success of forest and land rehabilitation policies"*

Limited infrastructure, for example infrastructure allocation, limited funding (relying more on the APBN) and also low-cost standards (not including pre-condition costs) in implementing forest rehabilitation and reclamation policies, have resulted in indicator success is only limited to output, due to the absence of renewal of the budgeting system (Persaki 2006). Forest rehabilitation and reclamation activities are often considered unsuccessful by the community because they do not have a significant impact on improving environmental quality and community welfare.

### 3) Disposition/attitude

❖ Disposition effect

Disposition or change behavior in implementing public policies related to forest and land rehabilitation, the economic improvement of communities living around the forest or land that has been rehabilitated is needed. As our interview with the results of the interview on July 26 2024 with the Kelanir village head stated:

*"The Forest and Land Rehabilitation Program in Kelanir Village has seen an increase in the income of communities around the forest, as they have begun to utilize non-timber forest products such as honey and fruit, because the land is in a*

*river basin (DAS) so they can utilize water sources even though they are in dry season".*

What the Kelanir Village Head said shows that changing behavior Communities around forests and land that have been rehabilitated receive increased income compared to critical land conditions which are quite dangerous if flooding occurs during the rainy season. Theoretically, the disposition effect is that there is a difference in perspective between officials at the top level and implementers in the field which gives rise to discretion. Discretion arises from the existence of a phenomenon in the field, either for which there is no policy that regulates it and/or a phenomenon for which it is impossible to refer to existing regulations in its implementation (Trusty & Cervený 2012). In implementing forest rehabilitation and reclamation policies, discretion is often exercised by the bureaucracy. at the regional/field level which directly implements policy decisions to find solutions to factual problems that occur in the field which are usually referred to as *street level bureaucrat* (Lipsky 1980).

#### ❖ Staffing Structure

In the context of implementing policies related to disposition, there is still a lot of bureaucracy from the government and cross-sector coordination areas in handling the forest and land rehabilitation program in Seteluk sub-district, as stated by the Head of Sateluk sub-district in an interview on August 5 2024, stating:

*"There is a lack of resources and it is still at status quo behavior "Employees in each implementing agency in forest and land rehabilitation activities and programs in 2 villages in Seteluk sub-district are obstacles in implementing activities and programs"*

What was said by the Head of Seteluk Subdistrict is true trend behavior Conventional policy implementation officials in executing forest and land rehabilitation programs and activities do not rule out the possibility of high costs. By theoretical It can be said that the staffing/bureaucratic elements contain a long and tiered bureaucracy and there are still many officials who have the character of bureaucrats (not public servants), thus causing high transaction costs, for example in obtaining information on the location of critical land, there are asymmetric information due to the lack of transparency will incur additional costs in obtaining this information so that it tends to be inefficient or cause high transaction costs (Jensen & Meckling 1976).

#### ❖ Incentives

Deep forest rehabilitation and reclamation activities and its implementation There are often mis-incentives for the community and there is no appropriate reward and punishment scheme to support the effectiveness of implementing these policies. This was conveyed by the Head of Meraran Village in an interview on August 5 2024 stating:

*"Incentive rehabilitation activities and programs are only limited to providing labor wages to workers for carrying out programs and activities rehabilitation forest and land in the village of Meraran".*

What was conveyed by the village head was that he hoped for rewards and punishment in the forest and land rehabilitation program, even though Permenhut No. P.09/2013 has regulated incentive schemes, however the regulated incentive schemes are only limited to providing RHL planting wages which are often politicized, do not include incentive schemes in a broader sense, such as ease of credit processing, tax reductions, etc., resulting in low public participation.

#### 4) Bureaucratic Structure

## ❖ SOP

Implementing the Forest and Land Rehabilitation Policy, each agency involved in forest and land rehabilitation must create SOPs in accordance with regulatory provisions from the Ministry of Environment and Forestry.

This was conveyed by the head of the West Sumbawa district LHK service. Interview dated August 5, 2024.

*"Forest and Land rehabilitation programs and activities have SOPs starting from planning, implementation and evaluation of activities. SOP has the benefit of minimizing errors in policy implementation."*

What was conveyed by the head of department proves that SOP plays a very important role in controlling the process of implementing public policy in planning programs and activities.

**4. CONCLUSION**

Implementation of Forest and Land Rehabilitation Policy in Sateluk District, West Sumbawa Regency, solving problems approached with George's theory Edward III which consists of: 1) Communication with sub indicators, a) Transmission, b) clarity policy, c) Consistency Policy, 2) Resources with Sub Indicators. a) Implementing staff, b) Information, c) authority, d) facilities, 3) Disposition/Attitude with sub indicators a) disposition effect, b) arrangement staffing, c) incentives. 4) Bureaucratic structure with sub indicators, a) SOP, b) fragmentation.

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